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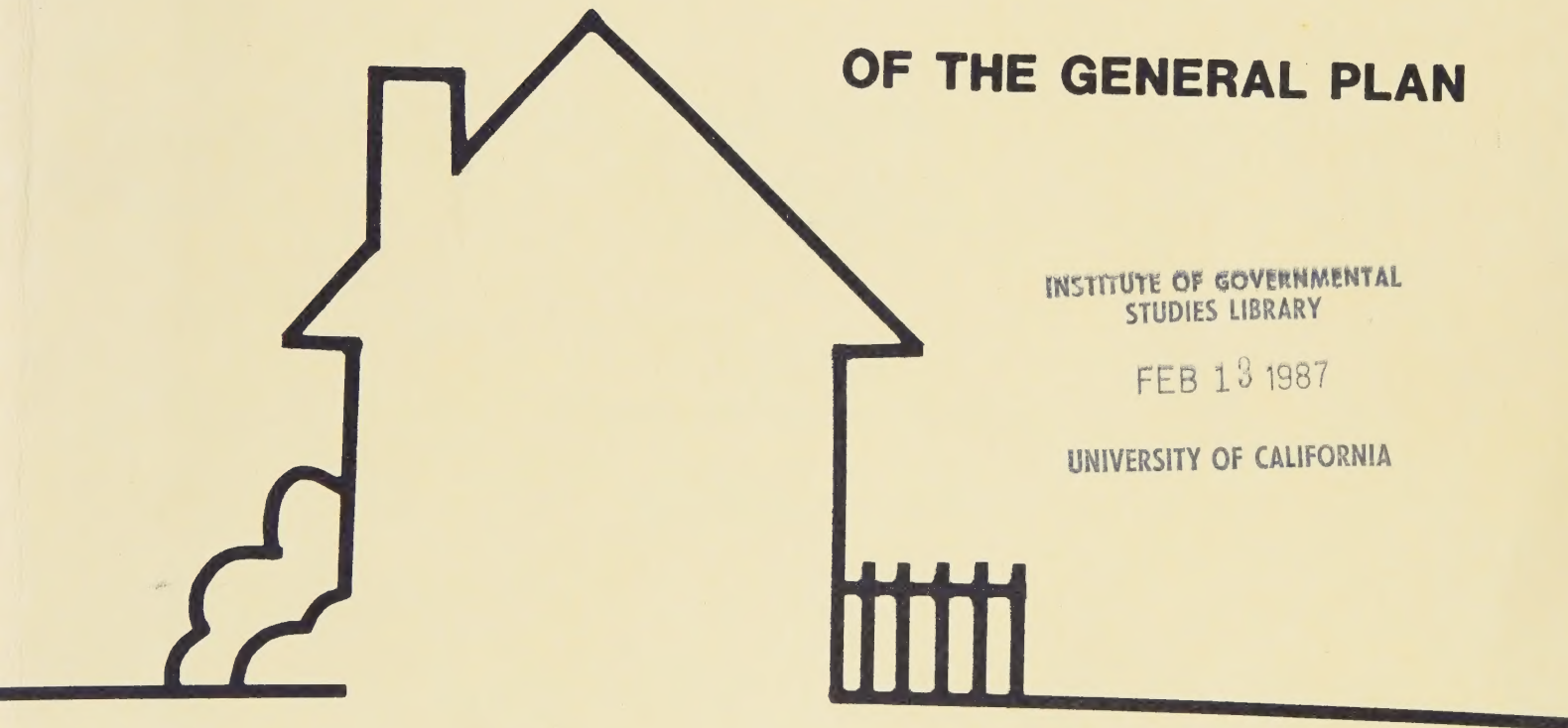
# HOUSING ELEMENT

OF THE GENERAL PLAN

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JULY 1984




CITY OF BURBANK  
HOUSING ELEMENT  
OF THE GENERAL PLAN

Prepared By:  
City of Burbank  
Community Development Department

REVISED JULY 1, 1984

Adopted by City Council on October 16, 1984 - Resolution No. 21,092



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## SECTION I

### INTRODUCTION

The purpose of this report is to provide a summary of the findings of the investigation conducted by the Department of the Interior, Bureau of Land Management, in response to the request of the Secretary of the Interior, dated October 1, 1964, for a study of the feasibility of establishing a National System of Public Lands. The study was conducted by the Department of the Interior, Bureau of Land Management, and the results are presented in this report. The study was conducted by the Department of the Interior, Bureau of Land Management, and the results are presented in this report. The study was conducted by the Department of the Interior, Bureau of Land Management, and the results are presented in this report.

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## I. I N T R O D U C T I O N

### A. REQUIREMENTS AND INTENT

In October of 1972, the City of Burbank adopted its initial Housing Element of the General Plan. That Element was prepared according to State Guidelines in effect at that time. Since then, the Guidelines have been revised and State laws affecting the Element have been adopted. This Element was originally prepared according to the Guidelines that were adopted by the California Department of Housing and Community Development on November 17, 1977 and applicable State law. The Element has been revised and updated to reflect the requirements of Government Code Section 65580, et. seq. (AB2853). Generally, State law governing the preparation of the Housing Element requires that the Element consist of standards and plans for the improvement of housing and for the provision of adequate sites for housing and that the Element make adequate provision for the housing needs for all economic segments of the community.

### B. ORGANIZATION OF THE HOUSING ELEMENT

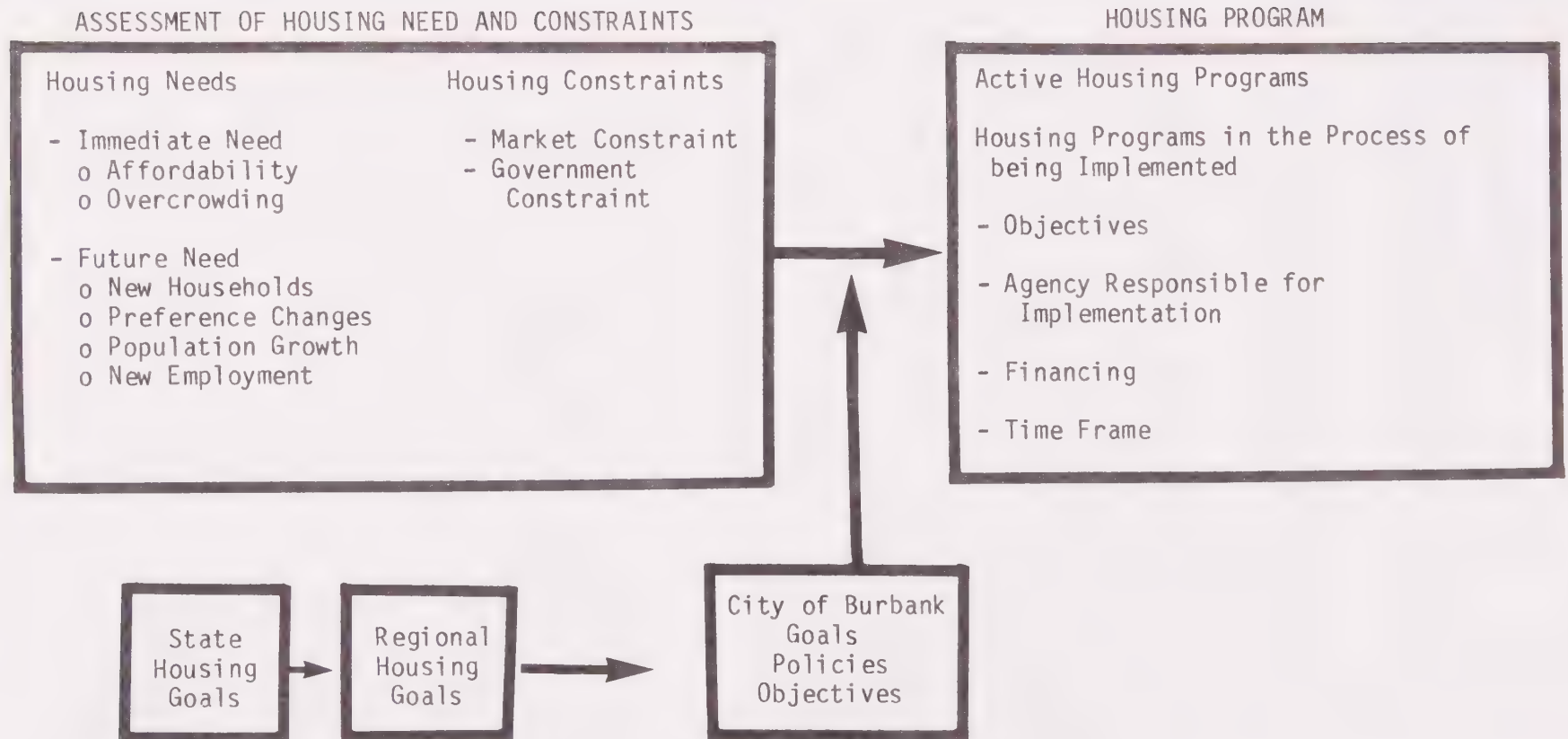
This revised Housing Element is written according to the requirements of AB 2853 as noted above and consists of the following:

- An assessment of housing needs
- An analysis of constraints on the production of housing
- A statement of goals and policies aimed at meeting the housing needs and remedying the problems
- A statement of City programs describing actions the City is undertaking and will undertake to achieve stated goals and priorities.

Each of these sections are explained more fully in the following pages. Exhibit I presents the approach and sequence of activities used in preparing Burbank's Housing Element.



# EXHIBIT 1: HOUSING ELEMENT PROCESS







C. HOUSING ELEMENT DEVELOPMENT

This Element was found to be in compliance with the 1977 Housing Element Guidelines by the State Housing and Community Development Department in June, 1982.

The Element is designed to be consistent with the needs and programs identified in the "California Statewide Housing Element" and the Los Angeles County General Plan.

D. CONSISTENCY WITH OTHER GENERAL PLAN ELEMENTS

According to Government Code Section 65300.5, the Housing Element must be internally consistent and compatible with all the other elements of the General Plan. That section states: "The legislature intends that the General Plan, its elements and parts thereof comprise an integrated, internally consistent and compatible statement of policies for the adopting agencies". It should be noted that the Land Use and Circulation Elements were adopted in 1965 and are undergoing revision. Draft policies of these two key Elements have been checked to ensure compatibility with programs contained in the Housing Element. For example, both the Housing and draft Land Use Elements have the goal of preserving the single family residential neighborhoods and ensuring that residential land is provided to accommodate all types and densities of housing.

E. UPDATE, REVIEW AND REVISIONS

New State legislation was passed (AB2853, effective October 1, 1981) strictly controlling the content of the Housing Element. The major impact of AB2853 (Government Code Section 65580 et. seq.) is to place the substantive provisions of the Housing Element Guidelines in State statute. Thus, housing elements will be evaluated according to the language of the statute rather than what is contained in the State HCD advisory Guidelines. A court, in reviewing the Element, will use a different standard of review than for the other elements of the General Plan and local legislative body actions. Cities will be required to update their housing elements at least every five years except that the first update is to to be done by July 1, 1984 and thereafter every five years.

Release of the 1980 Federal Census data in 1982 has put the City in a good position to reassess population and demographic characteristics and to obtain insight on the socio-economic status of the community. Data in this Element has been assessed in light of the new figures. This 1980 data has been particularly helpful to



the City as it endeavors to monitor housing need categories of affordability, overcrowding and the special needs of large families, the elderly and handicapped.

#### F. PUBLIC PARTICIPATION

In order for a plan to be meaningful and effective, it must be based on goals derived from the community's needs and desires and supported by members of the community. Citizen opinion and participation in the formulation of the goals, policies and implementation measures presented in this Housing Element were elicited in several ways. An explanatory booklet and questionnaire dealing with a variety of housing issues, was advertized and made available to the general public. These questionnaire booklets were distributed to numerous community interest groups, and organizations, with an effort made to encourage participation by all sectors of the population. Two public meetings were held to discuss issues presented by the planning staff and to hear the opinions of the City's residents. A mayor-appointed Citizens Advisory Committee for General Plan Revision provided additional input during the formulative stages of this Housing Element. These actions formed the groundwork for the 1982 Element.

In December of 1983, a special announcement was mailed to over 20 individuals and over 22 community organizations informing them that the City was making revisions to the Element in order to comply with AB2853. Included in this list were members of the City's Community Development and Goals Committee, the Fair Housing Council of the San Fernando Valley and the San Fernando Valley Neighborhood Legal Services. Additionally, notices were posted in public buildings announcing that revisions were to be made and inviting comments about the Element and participation in the revision process. Both of the City's local newspapers were informed of the revisions.





SECTION II  
S U M M A R Y  
O F  
F I N D I N G S



## II. SUMMARY OF FINDINGS

### A. DESCRIPTION OF THE CURRENT SITUATION

Burbank experienced its highest level of growth in the 1940's in association with the nation's war effort and the expansion of the local aircraft industries. Although the last few years have seen an increase in building activity a large and expanding segment of the population is finding it difficult to find adequate and affordable housing in the City.

Several factors are responsible for the housing problems facing not only Burbank but also the regional housing market: a dramatic increase in the number of one person households and in the household formation rate, little vacant land, speculation, high construction costs, high mortgage interest rates and, until recently, the conversion of rentals to owner-occupied condominiums.

#### 1. POPULATION

The City has grown dramatically since its incorporation in 1911. Between 1940 and 1950 the population increased nearly 130% from 34,377 to 78,577. The population peaked in 1960 at 90,155, and declined each year to its 1980 total of 84,625. The decrease in population can be attributed to two major factors: the average household size is becoming smaller and limited availability of land for new housing. The most recent population forecasts by the Southern California Association of Government (SCAG) as presented in the "SCAG-82 Growth Forecast Policy" indicates that the City will grow at a modest rate to 89,000 by the year 2000. This figure is based on recycling of land to higher densities and the changing ethnic composition of the City. Although some large households continue to relocate to Burbank the average household size continues to drop. It was 2.55 in 1970, 2.34 in 1980 and it is now probably closer to 2.30.

#### 2. INCOME AND EMPLOYMENT

Figures used by the Los Angeles area office of the Department of Housing and Urban Development (HUD) show that the median family income, in 1980, for the Burbank area was \$22,504.



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This is a 96% increase over the 1970 median family income. Over the same period of time, however, the cost of living index increased by 116% and housing costs show an even greater increase. Rents in Burbank increased by about 135% and the median home value increased by over 250%. Consequently, in Burbank as in most other Southern California cities, the average family has experienced a decline in its ability to keep pace with increased housing costs. In 1980 about 33% of Burbank households earn less than 80% of the area's median income and are considered to be lower income households; these households are hardest hit by rising housing costs.

Employment opportunities in Burbank are constantly growing and job creation and expansion is expected to increase.

Burbank has traditionally served as a regional employment center. Planned commercial and industrial development in the City are expected to create about 6,500-7,000 new jobs by 1990. SCAG has forecasted that the total number of jobs in the City could increase from 70,000 in 1980 to 85,400 by the year 2000. About 51% of the Burbank population was employed in 1980. This is a relatively high proportion of employed residents. The City's unemployment rate, in 1983, was 6.2%--significantly lower than that county wide.

### 3. REGIONAL RELATIONSHIPS

Burbank has historically served the function of a sub-regional employment center. The effect of World War II on industry in the area made Burbank a major employment center. Over the past 50 years, the aircraft and related industries have concentrated in Burbank further reinforcing Burbank's position as an employment center and providing jobs for many of the region's residents.

Although Burbank may have a seeming imbalance between jobs in the City and housing this is substantially offset due to the fact that several of Burbank's neighboring communities do not provide sufficient job opportunities for their populations. For example, Sunland, Tujunga, Shadow Hills, Lakeview Terrace, Verdugo City, Mission Hills and Sepulveda all do not provide sufficient jobs for their residents.

SCAG's 1982 Growth Forecast Policy shows that while Burbank provides more job opportunities than the local labor force would require, the San Fernando Valley subregion, of which Burbank is a part, is considered to be balanced in terms of jobs and housing opportunities.



Burbank has numerous locational advantages to support its role as a sub-regional employment center. These advantages include proximity to the major metropolitan center and accessibility with regard to the large population centers of the San Fernando and San Gabriel Valleys. Burbank is crossed by a major interstate highway and a major freeway. Railroad connections serve the major industrial and downtown areas. The Burbank-Glendale-Pasadena airport is located in Burbank and serves to attract commercial and industrial activity to the City.

In summary, Burbank is a Regional Employment Center and jobs are increasing faster than the housing supply.

#### 4. HOUSING SUPPLY

The 1983 SCAG figures indicate that the total number of housing units in the City was about 37,370. This represents an increase of 243 units since 1980 and an increase of 1,407 units since 1970 with the majority of the increase coming since 1978. Due to the very limited amounts of vacant land in the City this increase is due in major part to the recycling of land by the private sector which is the key to increasing the housing supply in the City. Although there has been a limited amount of new single family dwellings built on vacant land in the foothill areas, most of the new structures being constructed are multiple family dwellings. Multiple family dwellings comprised 42% of the City's housing stock in 1970. By 1983 this figure had grown to about 50%. As the new structures are built, older units are removed from the housing stock. SCAG has forecast that by the year 2000 the City's housing stock could increase to 39,900 units. Under the present Land Use Element the City could accommodate a maximum of 43,400 units.

The condition of the housing stock is relatively good. About 6.6% (2,344) of all units are substandard and in need of rehabilitation or replacement. In 1980, the City estimated it had 3,560 substandard units or about 9.6% of all units. This substantial reduction from 3,560 to 2,344 is indicative of the effectiveness of the City's rehabilitation programs. As of 1980, 20% of the City's dwelling units were 40 years old or older, with close to 55% over 30 years of age.

#### B. HOUSING NEEDS AND PROBLEMS

The most widespread housing problem in Burbank is one of affordability. Other measures of need such as overcrowding, housing age and condition are also of concern but not to as great an extent.





The median selling price of homes (including condominiums) rose from \$26,300 in 1970 to \$43,750 in 1976 and to \$94,400 in 1980. In 1983, the median price remained above \$130,000. These increases allow only about 5% of today's City renters to break into the housing market for the first time. Between 1970 and 1976 rents increased 30% while median income increased 55%. However, these trends have been reversed since 1976. The hardest hit by these rapid housing cost increases has been the low and moderate income groups which comprise about 33% of the City's households. Especially hard hit are the very low income households which comprise about 20% of the City's households.

As noted above, there are a number of immediate housing problems in Burbank. Housing age, condition, overcrowding and the special needs of the elderly and handicapped are of concern, but at present the most widespread problem is one of affordability. The increases in rent and home prices are impacting all segments of the population. But no group has been harder hit than lower income renter households. Although the upper and moderate income groups obviously have felt the higher housing costs and have adjusted expenditures and life styles accordingly, lower income families do not have this flexibility. They often have little to modify or change in the household budget and must reduce food, clothing, medical expenses or other essentials in order to cope with rapidly increasing housing costs.

In recognition of the increases in housing costs, the City defines affordability needs as those households occupying units at a cost greater than 30% of gross household income. This 30% standard is consistent with SCAG and HUD definitions and reflects changed market realities.

The 1980 Census figures show that of the 17,413 renter occupied housing units in the City, 7,274 (43%) were spending more than 30% of their household income for housing and are thus considered to be overpaying. It is estimated that up to 85% (6,166) of these renter households who are overpaying are households in the lower-income range. In contrast, only 19% (3,648) of the owner occupied households were spending more than 30% of the household income for housing. While Census figures show that 23.3% (4,296 households) of all owner occupied units have lower income households. It is not likely that the majority of these are paying more than 30% of the combined household income for housing. Over 75% of the lower income homeowners are elderly 1 and 2 person households. It is probable that most of these homeowners have long since completed payment on their homes and are now living on small fixed incomes. It is logical to assume that the majority of homeowners who are paying more than 30% of the household income for housing costs are recent home buyers paying off large mortgages.



The City's rental stock currently experiences a very low vacancy rate of about 1.5% and even lower for single family dwellings. Several factors are responsible for the low vacancy rates: the regional housing shortage, construction costs, lack of construction of multiple family rental units, and high home-ownership costs. The conversion of affordable rental housing to condominium (see Section 3) places additional pressure on the existing rental housing stock. Nearly all of the multi-family units built in the past several years have been condominiums. However, the pace of rental housing construction has increased toward the end of 1983, and many of the recently built condominiums have been made available for rent.

About 6.6% (or 2,344 units) of the City's housing stock is substandard. Of these, 96% (2,250) are suitable for rehabilitation and 4% (94) should be demolished and replaced. A majority (74%) of the substandard units are rentals. Most of the City's housing stock is relatively old. In 1980, 20% of all units were over 40 years old. Maintenance of existing units thus becomes particularly important as units reach their useful life expectancy of 40-50 years.

#### C. HOUSING CONSTRAINTS

In brief, affordable housing, without some form of assistance, is difficult in Burbank. This fact presents the major obstacle to providing housing to meet the needs of all economic segments of the community. The least expensive condominium unit costs about \$65,000. The mean gross rent in Burbank is about \$300. Money for construction loans is very limited, land costs in multiple zones are very high (\$16-20 per square foot) and mortgage financing carries an interest cost of nearly 15%. All these factors restrict homeownership opportunity and affordable rental costs.

Governmental actions and policies sometimes constrain the provision of affordable housing. Local zoning may affect the affordability of housing by restrictive density and by development restrictions and conditions. Procedural delays and the lack of a fast track processing procedure also can limit development or add to housing costs.

#### D. HOUSING GOALS, POLICIES AND PROGRAM OBJECTIVES

The State Legislature has set broad housing goals to guide housing policies and to improve housing conditions in the City.



The California Legislature has declared that the State Housing Goal is: "The provision of a decent home and a satisfying living environment for every California household is a goal of the highest priority."

A number of State objectives flow from this major goal and give further direction to localities in attaining the State Housing Goal. These objectives are:

1. To promote and insure the provision of adequate housing for all persons regardless of income, age, race, sex, marital status, ethnic background or other arbitrary factors.
2. To promote and insure the provision of housing selection by location, type, price and tenure.
3. To promote and insure the development of a balanced residential environment with access to employment opportunities, community facilities and adequate services.

#### 1. BURBANK - GOALS, POLICIES AND PROGRAM OBJECTIVES

With these goals and Burbank's specific needs and conditions in mind, the following goals and policies are presented as part of the City's comprehensive housing program. In adopting local goals, policies, priorities and program objectives, the City expresses a commitment to act in accordance with the guidelines they provide.

Housing goals and goals related to housing upon which this Element is based are described below.

##### a. Housing Opportunity and Accessibility

- |         |  |
|---------|--|
| Goal:   | - Provide housing opportunities for all income groups without discrimination on the basis of race, religion, ethnicity, sex, age, marital status or household composition. |
| Policy: | - Continue the City's efforts to provide equal housing opportunities.  |
|         | - Encourage development of low and moderate cost housing in the City by private developers with assistance from federal, state and local agencies when and where possible. |



- Urge expansion of federal housing assistance programs for low and moderate income families, particularly for the elderly, handicapped and disabled.

Program

- Objectives:
- Maintain support for the Fair Housing Council of the San Fernando Valley.
  - Continue use of federal programs to assist lower income households to upgrade and rehabilitate housing units.
  - Continue and, where possible, expand the City's rental assistance programs to lower income households.

b. Housing Supply and Availability

- Goal:
- Promote development of the housing stock that varies sufficiently in cost and tenure to meet the economic needs of existing and future Burbank residents.

- Policies:
- Encourage investment in housing by the private sector. Develop a faster method for reviewing and processing development proposals to speed up the development process.

Program

- Objectives:
- Study the feasibility of issuing a series of tax exempt revenue bonds to provide below market rate financing and, if feasible, adopt such a program.
  - Encourage developers to fully utilize any available CHFA/ FHA/ HUD programs.
  - Revise General Plan and Zoning Ordinance to ensure sufficient amounts of land is available for multiple family residential development.
  - Monitor the Zoning Ordinance provisions which permit the placement of manufactured housing on lots zoned single family, pursuant to SB1960, to determine any barriers to the use of this type of housing.





- Encourage new construction methods and housing types.
- Amend the Zoning Ordinance to allow density bonus for construction of housing for low and moderate income families.

c. Affordability

Goal: - Promote development of housing at prices affordable to all economic segments of the community.

Policies: - Encourage utilization of federal and state programs to assist homeowners and renters in coping with high housing costs.

- Encourage greater utilization and program flexibility of federal and state programs relative to new construction.

Program

Objectives: - Continue and expand currently active federal programs to assist lower income households to meet their housing needs (Section 8 Housing Assistance).

- Establish and maintain procedures to link developers with any CHFA/FHA/HUD programs designed to produce affordable housing.

- Require that landlords do not increase rents as a direct result of City subsidized rehabilitation activities.

d. Housing Preservation

Goal: - Preserve existing residential neighborhoods and housing units through commitment of public and private sector resources.

Policies: - To ensure that public services are adequately delivered to all existing neighborhoods.

- Promote and expand current code enforcement programs to preserve the quality of existing housing.



- Rehabilitate and preserve existing units, with priority given to those serving low and moderate income renter households.

Program

- Objectives:
- Continue to expand the currently active housing assistance program.
  - Expand code enforcement and rehabilitation assistance provided through the Housing and Community Development Block Grant.
  - Make certain that any proposed zone changes or increases in residential densities do not result in a lessening of environmental and aesthetic quality.

Goal: - Maintain and encourage homeownership.

- Policies:
- Maintain the predominately single-family character of residential development in Burbank.
  - Continue and expand the rehabilitation assistance provided through the Block Grant.

Program

- Objectives:
- Restrict multiple family and high rise residential construction to those areas compatible with such development.
  - Concentrate high density apartment development near the wider major traffic routes with easy access thereto in order to prevent overcrowding and blighting influences in the low density areas.

e. Service Infrastructure

Goal: - Make certain that maximum densities permitted in residential areas and new residential development shall be within the City's ability to provide necessary public services.

Policy: - Analyze all development proposals and allow only those developments that can be serviced by the City without draining City revenues.



Program

Objective: - Require a cost/benefit analysis for  
developments that require an EIR.

E. HOUSING PROGRAM SUMMARY

The following Housing Program Matrix summarizes the City's various housing programs and includes information on goals, objectives, funding, responsible agency and time frame. Each program is explained in detail in Section 5 of the Element. Following the Matrix is a Summary of Program Goals listing the numerical objectives for each programs, as they appear in the Matrix and in Section 5.





## CITY OF BURBANK: DESCRIPTION OF HOUSING PROGRAM

A.	ACTIVE HOUSING PROGRAMS	GOALS	OBJECTIVES	ACTIONS	FINANCING	AGENCY RESPONSIBLE	TIME FRAME
1.	Housing Revitalization Program	Preservation of the Existing Housing Stock  Preservation of Affordable Housing	25 rental housing units to be rehabilitated annually  25 owner housing units to be rehabilitated annually	Below market interest rate loans  Deferred loans	\$306,912 from Housing & Community Development Block Grants (FY 1984-85)	City of Burbank Housing Division	Continuation of Ongoing Program
2.	Building & Fire Code Enforcement Program	Preservation of Existing Housing Stock and Commercial Structures  Property Maintenance	Insure that residential buildings comply with code requirements	Survey of residential and commercial buildings	\$431,065 City of Burbank General Fund (FY 1984-85)	City of Burbank Building Department  City of Burbank Fire Department	Continuation of Ongoing Program
3.	Neighborhood Revitalization Program	Preservation of Housing and Neighborhoods  Standards and Plans for Adequate Housing Sites	14,500 lineal feet of streets, sidewalk and alley reconstruction  6,750 feet of improved water mains	Phased development of neighborhood revitalization projects  Improvements to water mains and street lights, and reconstruction of streets and alleys	\$1,129,498 from local gas tax funds (FY 1984-85)	City of Burbank Community Development, Public Service and Public Works Departments	Continuation of Ongoing Program



A.	ACTIVE HOUSING PROGRAMS	GOALS	OBJECTIVES	ACTIONS	FINANCING	AGENCY RESPONSIBLE	TIME FRAME
4.	Land Use Element and Zoning Ordinance	Standards and Plans for Adequate Housing Sites	Plan for and regulate land use so that there are suitable housing sites and that housing sites serve a broad range of housing needs	Continuation of current actions to revise the Land Use Element  Enforcement of the Zoning Ordinance	City of Burbank General Fund	City of Burbank, Community Development Department, Planning Division	Continuation of Ongoing Program
5.	Section 8 Existing Housing Program	Adequate Provision for Housing Needs  Preservation of Affordable Housing	Continuation of housing assistance payments for 418 lower-income households*	Implementation of Section 8 Existing Housing Program	U.S. Department Housing & Community Development (Annual contributions Contract)  Alternative Federal Housing Assistance Program	City of Burbank Housing Authority	Continuation of Ongoing Program

\*In 1982 the City had 372 housing assistance allocations. Thus, there has been an increase of 46 Section 8 allocations since 1982.



A.	ACTIVE HOUSING PROGRAMS						
		GOALS	OBJECTIVES	ACTIONS	FINANCING	AGENCY RESPONSIBLE	TIME FRAME
6.	Residential Condominium Conversion Regulations	Adequate Provision for Housing Needs	Ensure that multiple family rental units being converted to condominium meet reasonable physical standards	A Conditional Use Permit is required to approve or conditionally approve a residential condominium conversion	City of Burbank General Fund	City of Burbank, Community Development Department, Planning Division	Ongoing Program begun in June 1979
		Preservation of Affordable Housing	Mitigate the impact of eviction for residents of rental units being converted to condominiums	A Conditional Use Permit will not be issued for any building for which a Certificate of Occupancy was issued less than two years prior to application for such Conditional Use Permit	Fees of \$375 for Conditional Use Permit and \$800 for Subdivision Map		
		Assistance to displaced tenants	Promote homeownership and bring a greater amount of owner-occupied housing on the market which is affordable by all economic segments of the community				



A.	ACTIVE HOUSING PROGRAMS	GOALS	OBJECTIVES	ACTIONS	FINANCING	AGENCY RESPONSIBLE	TIME FRAME
7.	Fair Housing Program	Provision of Accessible Housing	Further fair housing in the community  Increase the choice of housing opportu- nities for low & moderate income persons, including members of minority groups and female- headed households.	Training of Housing Authority staff in counseling and mediation  Increase awareness of fair housing rights and obliga- tions through dis- semination of pro- motional materials & information  Implementation of a counseling service  Design and Produc- tion of Affirmative Marketing Material	\$15,000 from Housing & Com- munity Develop- ment Block Grants (FY 1984-85)  City of Burbank General Fund  Time & materials contributions by Fair Housing Counsel of the San Fernando Valley	City of Burbank,  City of Burbank, Housing Authority  Fair Housing Council of the San Fernando Valley	Ongoing Program begun in July 1979





A.	ACTIVE HOUSING PROGRAMS	GOALS	OBJECTIVES	ACTIONS	FINANCING	AGENCY RESPONSIBLE	TIME FRAME
8.	Program for Construction of New Affordable Housing	Standards and Plans for Adequate Housing Sites  Adequate Provisions for Housing Needs	Construction of 12 new rental units per year for 3 years  Provide for the housing assistance needs of 11 small families  Provide for the housing assistance needs of 1 large family	Implementation of Housing Assistance Program  Assistance in acquisition and relocation by a potential developer  Identification and selection of suitable sites for new construction	\$641,515 from Housing & Community Development Block Grant	City of Burbank  City of Burbank, Housing Authority  City of Burbank, Community Development Department	Construction of new units beginning September, 1984







A.	ACTIVE HOUSING PROGRAMS						
		GOALS	OBJECTIVES	ACTIONS	FINANCING	AGENCY RESPONSIBLE	TIME FRAME
10.	Second units in R-1 zones	To increase the supply of affordable housing in Burbank	To bring more housing opportu- nities within reach of low and moder- ate income persons	Implementation of City Ordinances Nos. 2922 and 2912	City of Burbank General Fund	City of Burbank, Community Devel- opment Department	On going Program begun in August and October 1983
		Property maintenance	To upgrade and insure that resi- dential buildings comply with code requirements				
		Preserve Existing Housing Stock	To average 25 additional resi- dential units annually				
11.	Below Market Interest Rate Financing	To facilitate the development of new housing opportunities in the community in general and of affordable housing oppor- tunities in particular	To create more housing oppor- tunities for persons of low and moderate income	The use of BMIR permanent financing will be evaluated in conjunction with housing development and rehabilitation programs in which the City of Burbank is involved	City of Burbank General Fund  Burbank Redevel- opment Agency	City of Burbank Community Devel- opment Department  Burbank Redevel- opment Agency	Ongoing Program since 1983
		To facilitate residential rehabilitation					





B.	HOUSING PROGRAMS IN THE PROCESS OF BEING IMPLEMENTED						TIME FRAME
		GOALS	OBJECTIVES	ACTIONS	FINANCING	AGENCY RESPONSIBLE	
1.	Comprehensive New Construction Incentives Program	<p>To encourage new residential development in the City</p> <p>To increase the supply of affordable housing in the City</p>	<p>To facilitate the production of affordable housing</p> <p>To create a minimum of 10 new affordable units annually</p>	Amend City Code to include construction incentives and facilitating measures (comply with Section 65915 of Government Code)	City of Burbank General Fund	City of Burbank, Community Development Department, Planning Division	The amendments to the City Code which implement this program are currently being prepared and are anticipated to become effective in October 1984



The Housing Program Matrix described particular programs, funding sources, general objectives, etc. In order to provide a measure that will allow the City, State and citizens to monitor the progress of achieving these goals and objectives the following table presents quantified housing goals for the five year period January 1984-July 1989. The table, as presented below, clearly shows the City's program goals aimed at meeting the City of Burbank's identified rehabilitation, affordability, and new construction needs, as presented in Section 3 of the Element on pages 3-8 and 3-9.

SUMMARY OF QUANTIFIED PROGRAM GOALS FOR 1984-1989

Need		Annual Goal	5-Year Goal
<u>Rehabilitation</u>	Housing Revitalization Program	50	250
	Affordable Housing Program	35	90
	TOTAL REHABILITATION PROGRAMS	—	—
		85	340
<u>Affordability</u>	Section 8 Existing Program	50	250
	Affordable Housing Program	35	90
	TOTAL AFFORDABILITY PROGRAMS	—	—
		110	465
<u>New Construction</u>	New Construction Program	12	60
	New Construction Incentives Program	10	50
	TOTAL NEW CONSTRUCTION PROGRAMS	—	—
		22	110



Attainment of the stated housing goals and implementation of the housing policies is expected to be a continuous endeavor of the City of Burbank. The City's current and proposed programs for addressing housing needs are a balanced approach and, therefore, priorities have been recommended only in a few areas. These priorities indicate areas of need which will be emphasized in the years ahead and/or which will establish guidance for more specific implementation actions.

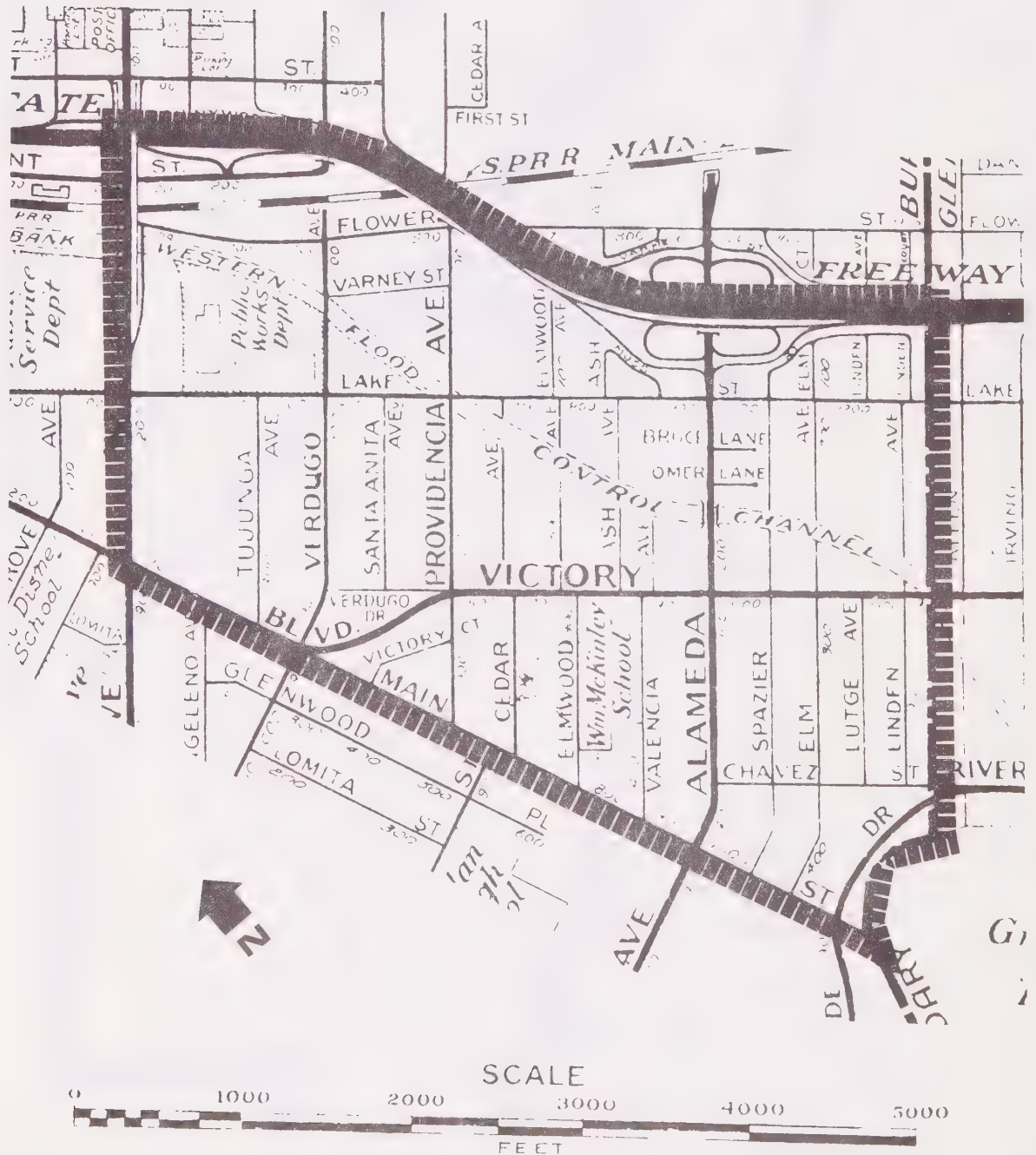
- Residential rehabilitation activities and housing maintenance activities will be primarily emphasized in census tracts 3105, 3107 and 3118 which constitute the City's Neighborhood Strategy Areas (refer to Exhibits 2, 3 and 4), and will be encouraged throughout the City.
- New construction of multiple family rental units will be primarily emphasized in census tracts 3105, 3106, 3107, 3108 and 3118, and encouraged Citywide.
- Housing assistance programs for owners and renters will be implemented in proportion to their need, whenever possible.
- Housing assistance programs for the elderly and families will be implemented in proportion to their need, whenever possible.
- Revitalization of existing rental housing in need of upgrading and/or rehabilitation is of primary importance to the City and will be emphasized in the future.
- Fair housing and affirmative marketing activities of the City will be maintained and emphasized in the future.



## EXHIBIT 2

### Neighborhood Strategy Area I

### Census Tract 3118



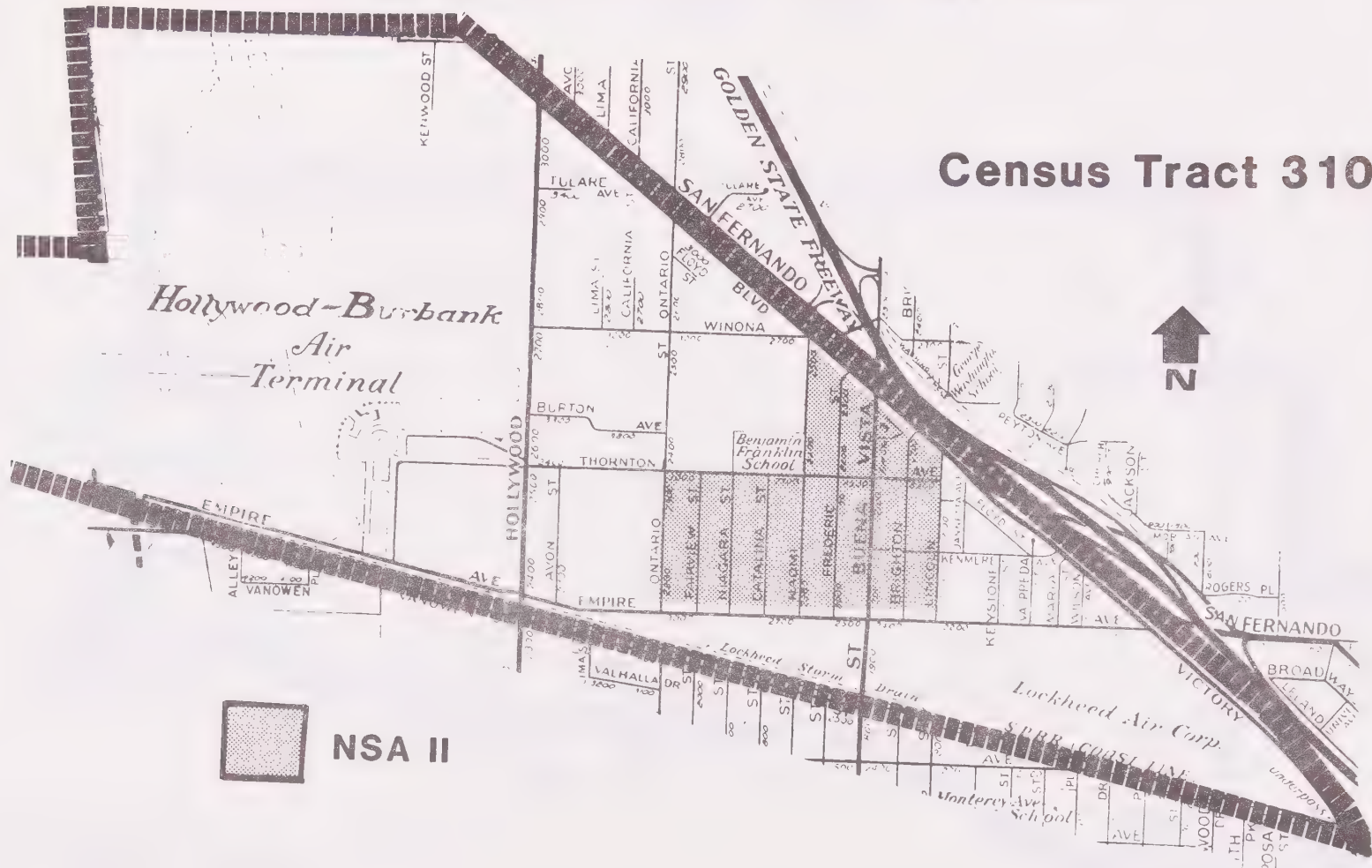




# EXHIBIT 3

## Neighborhood Strategy Area II

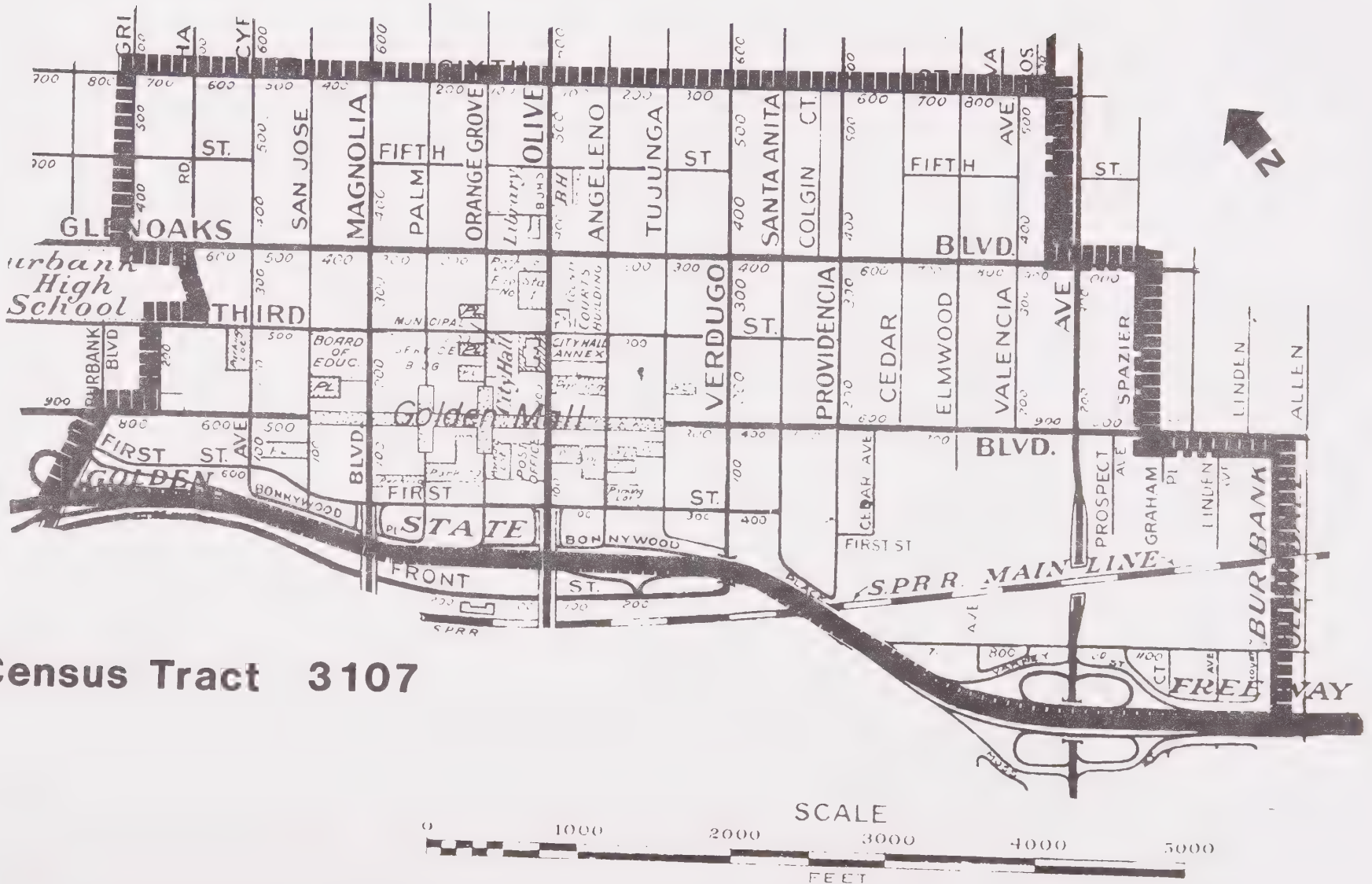
Census Tract 3105





# EXHIBIT 4

## Neighborhood Strategy Area III



Census Tract 3107



SECTION III

H O U S I N G   N E E D S   A S S E S S M E N T



### III. HOUSING NEEDS ASSESSMENT

#### A. PLANNING AREA

The Burbank Planning Area is the incorporated City of Burbank located in the eastern end of the San Fernando Valley. This area comprises 17.13 square miles (10,963.2 acres) with a 1980 population of 84,625. Demographic and housing figures presented in the Element are the most recent available and have been based on 1980 census data. Other data has been provided by SCAG and HUD as part of the City's CDBG and HAP applications. In this Section, only summary statistics are presented and discussed with the focus being on the magnitude of the need in the community.

#### B. HOUSING NEEDS

Government Code Section 65583 sets forth a framework for an inventory of housing needs. Information on the City's housing needs is presented according to two main areas, as follows:

Immediate housing needs in terms of:

- affordability
- overcrowding
- suitability/habitability
- special needs

Future need for housing in terms of:

- expected new household formation
- adjustment in housing preference
- anticipated population growth
- future growth (expected growth in employment opportunities and the SCAG RHAM)





## 1. IMMEDIATE HOUSING NEEDS

### a. Affordability

The City defines this need as the number of very low and lower income households occupying units at a cost greater than 30% of the gross household income. This aspect of housing need is a result of two factors:

(1) the number of "lower" income "households" who reside in Burbank, and (2) the proportion of those households who are allocating 30% or more of their income to housing payments. Several population groups are encompassed by the term household, for example, families, unrelated individuals, renters and owners.

Information from the 1980 Census indicates that about 43% of all renter households in the City were paying more than 30% of their income for housing costs (7,274). It is estimated that up to 85% (6,166) of these renter households who are considered to be overpaying are in the lower income range. Census data also shows that 19% of owner occupied households pay more than 30% of the household income for housing costs; it is likely, however, that these are primarily recent home buyers paying off large mortgages. Lower income homeowners, who comprise 23.3% of all homeowner households, are primarily elderly 1 and 2 person households who have most likely completed payments on their homes and live on small fixed incomes. Slightly less than one out of every three households in the City experiences housing costs that are more than 30% of income.

In 1970 the City had about 8,100 households whose annual income fell below 80% of the Countywide median household income. Of these 8,100 households, 1,159 had incomes at or below the poverty level (14.3% of the total).

In 1980 the number of Burbank households that had incomes no greater than 80% of the Countywide median household income had risen to 11,967. This is 33% of the total 35,880 households. Of these 11,967 households that are considered lower income, 1,080 have incomes at or below the poverty level (3% of all households) while 7,048 have very low incomes (less than 50% of the Countywide median income). The incidence of lower income status is particularly significant among renters. About 65% of all lower income households are renters.



In summary, the current housing supply in the City is insufficient to meet the assessed need (based on income distribution). Although 25% of gross income was thought to be the maximum amount to be spent on housing a decade ago, it is obvious that many households are now spending 35-40% of income for housing costs. This is especially true for lower-income renters and new home buyers entering the ownership market for the first time. The 25% standard is unreasonable under today's market conditions and has been revised to 30% by the City in keeping with the U.S. Department of Housing and Urban Development.

b. Overcrowding

The City defines overcrowded living conditions as a housing unit with 1.01 or more persons per room. Overcrowding occurs when a number of people reside in a home with insufficient space to accommodate all their needs.

Overcrowding is one problem that is not substantially becoming worse. In 1970, the City had 34,731 housing units of which 1,580 were overcrowded (one out of every 22 units). In 1980 the housing supply had increased to about 37,127 units while the number of units that were overcrowded was 1,890 (one out of every 19 units). Overcrowding is a minor problem affecting only about 5% of the housing units in the City.

In 1970, the City of Burbank had a significantly lower overcrowding rate than L.A. County as a whole (i.e., 45 compared to 83 per 1000 households). This trend continues today. In 1980 the incidence of overcrowding in L.A. County was 183 per 1000 units while in Burbank it was 50 per 1000 units.

1980 census figures show that the persons per housing unit has significantly declined in Burbank from 2.55 in 1970 to 2.34 in 1980. However, overcrowding, like most housing problems, most heavily impacts lower income and minority households and overcrowded units are concentrated in those areas of lower income households and substandard units. The City has identified these areas as Neighborhood Strategy Areas and attempts to prevent any reduction in housing units by its various housing programs. Furthermore, when households need to be relocated, as a result of public activities, the overcrowding problem is alleviated because the new unit is suited to the relocatees in terms of household size.



c. Suitability/Habitability

Housing in substandard condition indicates a need for replacement or rehabilitation. Estimates of the City's substandard housing inventory are contained in the 1983-84 (9th year) Community Development Block Grant application. Those estimates are derived from two sources: (1) the Southern California Association of Governments' Regional Housing Allocation Model and (2) Property Maintenance Division of the City of Burbank's Building Department.

Citywide, there are estimated to be 2,344 substandard housing units, or about 6.6% of the entire stock. Most of these units are considered suitable for rehabilitation (2,250) and only a few are in need of replacement (94). Consequently, Burbank's rehabilitation need is much more extensive than its replacement need. This number of substandard units (2,344) is a substantial reduction from the 1980 total of substandard units (3,560). Most (over 70%) of the substandard housing is rental housing and about 80% of this amount of housing is occupied by lower-income renter households.

As a general rule, as housing ages it declines proportionately to the maintenance it receives. And because of natural deterioration of the original construction materials and changing needs, most structures will eventually deteriorate or become obsolete.

About 55% of the entire housing supply is now 30 years of age or older. One-fifth of the City's housing stock that is more than 30 years old is located in or adjacent to the downtown area. That area also has the highest percentage of deteriorating or substandard structures. Because of the age of Burbank's housing stock, there is a probability of obsolescence and blight in the years ahead. Although the age of Burbank's housing does not yet pose a citywide problem, specific problem areas do exist. By the turn of the century housing age could be a serious problem. For this reason, rehabilitation efforts must continue and maintenance of existing units becomes important to ensure neighborhoods do not become blighted.

d. Special Needs

These needs are defined by the City as the special needs of large families (5 or more), the elderly (65 years and older), the handicapped, persons displaced as a result of public activities, farmworkers and families with female heads of households.



1980 Federal Census data shows there to be 2,823 large families in Burbank. The City's Housing Assistance Plan shows that about 10% of these households are in need of housing assistance.

Burbank has a relatively high proportion of elderly people in the community. The 1980 Census shows there to be 12,764 persons 65 years of age or older. Of these 6% (766) are reported to be below the poverty level.

To a great extent, elderly and handicapped households overlap. In 1980 there were 1,586 elderly persons with Public Transit Disability status--about 13% of all persons 65 years and older. The City's Housing Assistance Plan figures that 31% of all households with housing assistance needs are elderly/handicapped households.

There are an estimated 120 households that were expected to be displaced as a result of public activities (redevelopment). This estimate is the result of a special housing survey (Port-Flor Study, 1983) conducted for the City's Redevelopment Agency focusing on the City Center Commercial Area where a regional shopping center is to be developed. Some of the units to be removed from this area are now substandard.

By far the largest minority group in the City is the Spanish surname. The 1970 census found that the number of persons of Spanish origin was 11% of the City's total population. By 1980, 16.3% of the total population was of Spanish origin. A demographic study undertaken by the City of Burbank under a 701 Planning Grant in 1976 revealed that the Spanish surname community in Burbank is composed of two distinct subgroups: (1) a significant population of long-term residents who have integrated themselves into the community, and (2) a more recent, transitory population which ebbs and flows with the economic tide. It is this element which is drawn to areas such as Census Tract 3118 which has the lowest rental rates and the poorest quality of housing in the City. A high turnover rate in this area provides for not only residential instability, but increasing rental rates and deterioration of the housing stock at the same time.

The City is not aware of special housing assistance needs of female-headed households that are unique to this group alone. The City's Section 8 rental assistance program has a number of such clients whose basic need is to make ends meet on a single source of income. The City finds that rental assistance is the most economical and efficient





means of meeting the housing needs of the female-headed households. The 1980 U.S. Census found a total of 3,442 female-headed households in the City. Of these, 429 had children and had incomes below the poverty level (as defined in the Glossary on page 6-3).

Likewise, the City is not aware of any special housing assistance needs of the estimated 75 handicapped households in the City who are not elderly.

There are about 63 farmworker households in the City. Of this total 90% (57) are lower-income households.

## 2. FUTURE HOUSING NEEDS

The State requires that the need for future housing be projected for a five-year period. For Burbank this time period is 1984-89. Localities are to identify future need for housing by taking into account the following factors:

- expected new household formation,
- adjustments in housing preferences,
- anticipated population growth,
- future growth (expected growth in employment opportunities and the SCAG RHAM),
- other factors which a locality deems important.

In Burbank, the factor having the most significant effect on projected housing needs is expected growth in employment opportunities.

### a. Expected New Household Formation

Over the next five years, the City's resident population alone would not generate a large number of new households. New households will result from the future growth described below.

### b. Adjustments in Housing Preference

"Adjustments in housing preference" refers to the demand for new housing resulting from households expressing a desire for a shift in tenure. According to the 1970 census, the split was 52 owners to every 48 renters. The current split between renters and owners in Burbank is



about 50% renters to 50% owners. SCAG projects that by the year 1988 the split will be 49% owners to 51% renters.

This reflects an increasing propensity for rental as opposed to owner occupied housing. This trend can be attributed to the high price of homes in Burbank as well as high mortgage interest rates. While it can be assumed that most renter households desire to become homeowners, it is becoming increasingly difficult throughout Southern California to realize this desire due to economic and market constraints. Therefore, it is realistic to assume there will be only a minimal number of adjustments in housing preference.

c. Anticipated Population Growth

The population of Burbank is expected to increase by about 250 persons per year. This increase will generate a need for new housing that the private market can be expected to meet. This anticipated population growth is a result of the future growth described below.

d. Future Growth

As stated above, the most significant factor creating a need for new housing is expected growth in employment opportunities. By 1990 it is projected that the City will generate 6,500-7,000 additional job opportunities as a result of new commercial and industrial development. The current labor force capture rate (the percentage of those persons who are employed in Burbank and also live in the City) stands at about 16.5% (based on a 1982 survey of the seven largest employers in the City). At this rate, Burbank could be expected to absorb about 1,113 new workers and their families.

A person-to-worker ratio of 1.96 (as existed in 1980) yields a projected population increase of 2,181 new residents. This population increase can be converted to new households by using the average household size in Burbank, about 2.30. The result is an employment induced housing need of 948 new units.

This level of need can be divided into "market-rate" and "nonmarket-rate" housing needs by assuming that future income distributions will closely resemble current income distributions. About 33% of the City's current households are in the lower-income category. Thus, about 313 units of the projected housing need are anticipated to be nonmarket-rate ( $0.33 \times 948 = 313$ ) and the balance of 635 units are expected to be market-rate.



e. Regional Housing Allocation Model

The State has determined that each general housing market in the State must have a plan to provide for an equitable and reasonable distribution of responsibility for accommodating the locational needs of all economic strata of the market region.

In Southern California this plan called the Regional Housing Allocation Model (RHAM) was prepared by the Southern California Association of Governments (SCAG). This Regional Housing Allocation Model (RHAM) is designed to:

- Respond to adopted regional goals and policies for housing.
- Identify the large-scale regional and sub-regional housing needs, as part of the overall regional comprehensive planning program.
- Provide a basis for redistributing housing needs, consistent with areawide, state and national housing goals.
- Offer local jurisdictions in SCAG, an up-to-date identification of needs, and a model for identifying existing and future needs.

In projecting the number of lower income households in each of the various cities within the SCAG region, the RHAM incorporates a number of specific criteria: the number of lower income households already living in the City, employment opportunities and proximity, support services, income distribution and expected community growth. These criteria are used to reduce impaction of lower-income groups in the SCAG region.

The 1983 RHAM shows Burbank to have a need of 998 new housing units by January 1, 1988. This 5 year need projection consists of housing for 456 new households in the community, 372 units to replace lost units and 170 units to increase vacancy rates. Of the 998 new units, 386 (39%) should be affordable to lower income households, 196 to moderate income households and 416 to upper income households.

Using methodology approved by the State Department of Housing and Community Development, Burbank has extended the RHAM's housing needs projection to cover the planning period of January 1, 1983 to July 1, 1989. This needs



extension results in the need for 1,251 new housing units by July 1, 1989. This extended projection consists of housing for 593 new households, 484 units to replace lost units and 174 units to increase vacancy rates. Of the 1,251 new units, 483 should be affordable to lower income households, 246 to moderate income households and 522 to upper income households.

SCAG's projected housing needs are consistent with the City's projections for employment induced housing demand, described previously. 75% of the total projected need for new units (1,251) will consist of employment induced housing demand (948).

In summary, the projected housing unit needs are as follows:

- Expected new household formation--Minimal
- Adjustments in housing preference--Minimal
- Anticipated Population Growth--Minimal
- Future Growth--1,251 units

TOTAL                      1,251 (January 1, 1983 - July 1, 1989)

The total projected growth in housing unit need shown above, 1,251 units, is for a 6 1/2 year period beginning with the January 1, 1983 starting date of the RHAM and concluding with the July 1, 1989 extension of the RHAM period. Prorating this total for the planning period covered by this Element's program goals (summarized on p. 2-9) results in the following future need:

TOTAL                      1,058 units (January 1, 1984 - July 1, 1989)

Affordability breakdown:

Very low Income	Low Income	Moderate Income	Upper Income
180 units	228 units	208 units	442 units

The projected housing unit need should be easily met by private construction activity. Burbank is currently recovering from a 3-year slump in residential construction activity. Residential building permits issued in 1983 and the first half of 1984 indicate that by the end of 1984





residential construction in the City should have returned to the 1974-83 average level of about 225 new units per year or higher. The table on page 4-2 shows the residential building permit activity over the past decade. The vast majority of permits that have been issued in 1983-84 have been for multiple family residential apartments.

## C. HOUSING NEEDS SUMMARY

### 1. IMMEDIATE HOUSING NEEDS

#### a. Affordability

There are about 11,967 lower-income households in the City. Two-thirds of all lower-income households are renters. It is estimated that there are 6,166 lower income renter households who are paying more than 30% of the household income on housing costs. Whereas 23% of the City's homeowners fall into the lower-income range, these are predominantly elderly homeowners. The approximately 3,500 homeowners who are paying more than 30% of the household income on housing are likely to be recent home buyers with large mortgages.

#### b. Overcrowding

Overcrowding is not a significant problem in Burbank. In spite of the influx of large family minority households the problem of overcrowding is not significantly increasing.

#### c. Suitability/Habitability

There are 2,344 substandard housing units in the City, about 6.6% of the City's housing stock; 2,250 of these substandard units are suitable for rehabilitation, while 94 should be demolished and replaced. These 94 units represent 0.25% of all units in the City. The 2,344 substandard units is a substantial reduction from the 1980 total of 3,560 substandard units.

#### d. Special Needs

1,775 elderly or handicapped households need housing cost assistance. City Center redevelopment activity may displace 120 households. There are about 57 lower-income farmworker households in the City. There are 429 female-headed households with children who had incomes below the poverty level.



## 2. FUTURE HOUSING NEEDS

Population growth in Burbank is a function of the amount of new housing opportunities the City can offer. Adjustments in housing preference, as evidenced by tenure shift, show an increasing need for rental housing. Expected new household formation is expected to create only a minimal demand for more housing.

The factor most affecting future housing needs in Burbank is the expected growth in employment. Assuming that 6,500-7,000 new jobs are created by 1990, and that 16.5% of the new employees may desire to relocate to the City, there will be a need for 948 more dwelling units (313 of which are likely to be occupied by lower-income households).

SCAG's Regional Housing Allocation Model projects a housing need of 1,251 new housing units by July 1, 1989. Of these new units, 483 should be affordable to lower income households. These needs projected by SCAG are consistent with, and include, the City's projections for employment induced housing demand.

### D. CONDOMINIUM DEVELOPMENT - RECENT TRENDS AND OBSERVATIONS

Due primarily to the market forces described in Section 4, the condominium concept is becoming an increasingly popular form of homeownership in Burbank. Condominiums are not housing types but rather a method of owning a multiple family dwelling unit. Under the most common type of condominium, the air-space ownership, a buyer fully owns only the interior of the unit. Ownership of the exterior hallways, parking areas, building structure and common areas is shared with other buyers who form a homeowners association for their maintenance. The residents in the condominium project participate in the homeowners association and their fees ensure maintenance of the property.

Another form of condominium ownership involves the buyer receiving a right of exclusive occupancy in a unit through the ownership of a share of the stock in the corporation which holds title to the real property. This form of ownership is called a stock cooperative. The other form of ownership is a community apartment project in which an individual interest in the land is coupled with the right of exclusive occupancy of any apartment located thereon. Thus, there exists several legal and financial techniques that can be used to provide homeownership to people.



Condominiums are a significant real estate trend in Burbank and have the potential for changing the City's housing stock to a considerable degree. Condominium construction in Burbank has occurred at an increasing rate since the first project in 1961, with the peak years for both new construction and condominium conversion being 1978-1980. Since 1981, however, condominium construction has drastically declined and conversion activity has practically ceased. Between 1972 and 1982, tentative tract maps were filed for the construction of more than 1,600 new condominium units. During this same period, applications were approved for about 290 condominium conversions. The total number of rental units converted to condominiums represents only about 1.5% of the rental housing stock in the City.

Densities of new construction projects range from a high of one unit per 500 square feet of lot area (in an R-5 zone) to a low of one unit per 3,000 square feet of lot area (in an R-2 zone). Price ranges of the units vary from \$65,000 to \$175,000 with a median price of about \$100,000.

Condominium development represents one of the land use and housing issues that requires continuous attention by the City. In order to deal with the short and long range effects of condominium projects upon the community, the City has adopted a revised condominium development ordinance. The ordinance now applies to stock cooperatives and community apartments as well as conversions. And it has the specificity and scope to ensure that conversions will not negatively effect the public health, safety and welfare of the greater community.

The City's condominium conversion ordinance features the following tenant protection measures:

- 1) 180 days notice of intent to convert
- 2) Exclusive right of first refusal to purchase unit
- 3) Relocation payment of \$1,000 or 1-1/2 time rental rate, whichever is greater
- 4) Restriction on rent increases in year prior to conversion

These measures have greatly reduced the hardship on the low and moderate income tenants displaced by conversion activity. In fact, because the City's conversion ordinance requires the converted unit to meet current development standards there has been very few tenants displaced as a result of conversions.

The condominium concept has several positive aspects. Condominium projects offer benefits by increasing the number of ownership units, by providing multi-family homeownership for buyers who



prefer not to live in single-family houses, and especially in the case of conversions, at prices that may be lower than existing single-family houses.

The City should consider policies and programs that mitigate displacement and relocation problems and those problems that develop in times of a substantial amount of conversion, demolition or shortage of rental units or high rents. Programs of assistance to displaced tenants should be adopted if the conversion activity results in the displacement of a large number of people or greatly reduces the community's rental housing supply. The programs could address: (1) extended tenant notification periods beyond State law; (2) developer payment and assistance for relocations; (3) eviction delayed and relocation assistance for certain qualified tenants, such as elderly, handicapped, families with one or more legal minor dependent children, and the disabled; (4) developer payment for higher housing costs resulting from displacement; (5) conversion activity related to vacancy rate.





SECTION IV

HOUSING CONSTRAINTS ANALYSIS



#### IV. HOUSING CONSTRAINTS ANALYSIS

##### A. MARKET CONSTRAINTS

The State requires an analysis of the market constraints which affect the production of housing. Included in the analysis should be an assessment of the cost factors which contribute to the cost of housing, both direct and indirect costs.

The major barrier to providing housing for all economic segments of the community concerns the nature of the housing market itself. Development costs have risen to the point where housing affordable to all economic segments of the community is difficult to provide in Burbank.

The least expensive homeownership opportunity in Burbank is generally represented by the condominium conversion. As of 1983, the least expensive converted unit sold for about \$85,000. This represents about an 85% increase since 1976. The average price for an existing home has shown an even greater appreciation. The price has escalated from \$43,750 in 1976 to \$134,000 in 1983, a 206% increase. The increases noted here have outpaced both the rise in the cost of living and increases in income.

The alternative to homeownership, the rental market, has also experienced rapid price increases. A one-bedroom apartment in Burbank has risen in cost from \$142 per month to \$325 between 1976 and 1980. In 1980 the median gross rent for rental housing was \$294 and the mean gross rent was \$316. As consumers turn away from the ownership market, pressures are put on the already overburdened rental market and further depress vacancy rates. At the end of 1983, the vacancy rate for apartments was about 1.5% in Burbank (.37% for single family units).

The primary reason for the high housing costs is land costs in the City. Land costs are anywhere between \$8 to \$25 per square foot depending on the location and development potential. High land costs are a result of the desirability of Burbank as a residential area. In Burbank, land costs for high density residential development average \$15-\$25 per square foot. The land costs in the neighboring community of Glendale are comparable as are the costs in areas of the County.

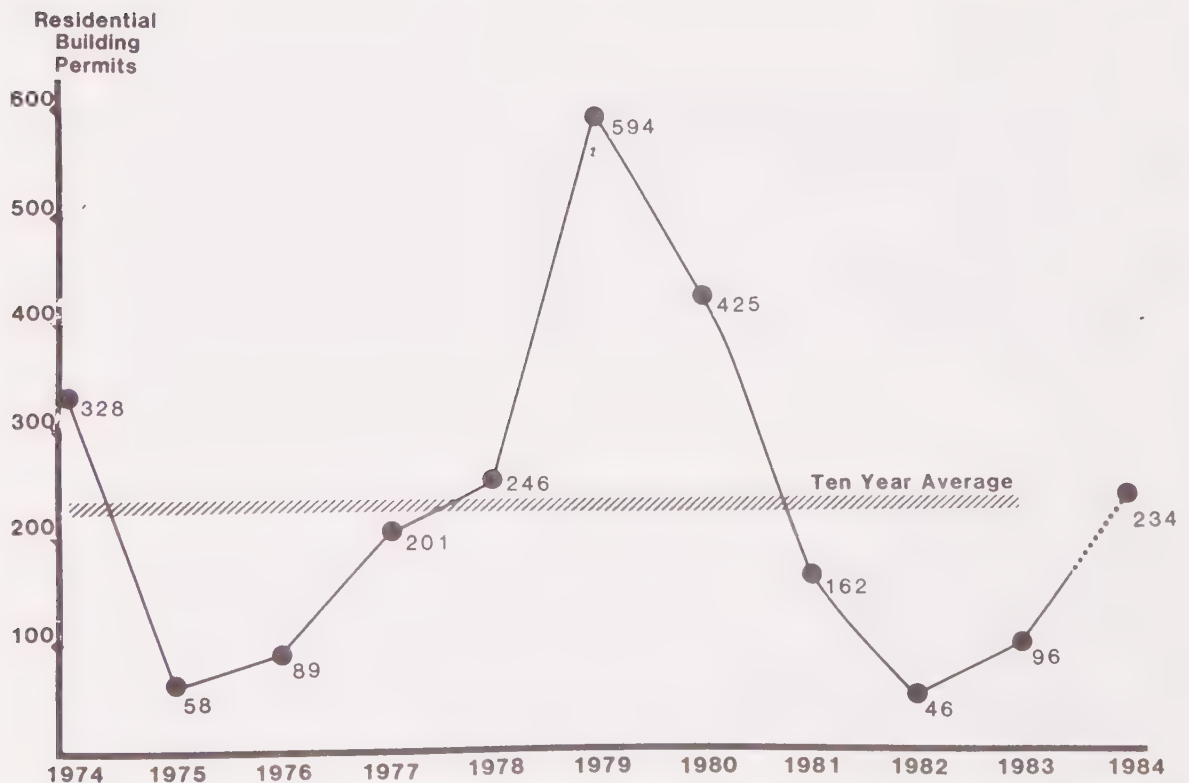


Construction costs are about the same in Burbank as in other parts of Southern California (\$26-\$36 per square foot) as are financing costs (about 15% interest rate).

Gross profit margins to the developer in Burbank range from 9% to 15% per unit and appear not to be out of line with other areas of Southern California.

As production costs rise developers tend to concentrate on providing units at the top end of the economic scale. Thus, while there are substantial proposals for single-family dwelling construction in the foothill areas and condominiums, development of multi-family rental units declined in the early 1980's. However, banks are again making loans for multiple-family rental housing and in 1983 permits have been issued for 65 such units. Shown below are general residential building permit activity for the past decade and a breakdown of residential building permit activity for the period 1980-1983.

#### RESIDENTIAL BUILDING PERMIT ACTIVITY 1974-1984





## BUILDING PERMIT ACTIVITY 1980 - 1983

	New Construction				Demolition Move - Out
	Single Family	Condo- minium	Multiple Family Rental	TOTAL	
1980	65	357	3	425	127
1981	48	99	15	162	108
1982	4	30	12	46	106
1983	11	20	65	96	119
TOTAL	128	506	95	729	460

The City has enacted three recent ordinances designed to promote more affordable housing in the community. First, the City has provisions for allowing second residential units on R-1 lots. Second, parking requirements have been reduced for rental housing. And third, manufactured housing is allowed on all City lots zoned R-1, R-1-E and R-1-H. These actions are more fully described in the next section.

### B. GOVERNMENT CONSTRAINTS

In addition to market constraints there can be public actions which constrain the maintenance, improvement or development of housing. The actions of local decision-makers and public agencies can constrain the availability and influence the affordability of housing. Although many of the opportunities for reducing the housing crisis are at the federal and state levels and are closely related to national economic conditions, this Housing Element will deal with local policies and decisions over which the City has control.

#### 1. LAND USE AND ZONING

The Land Use Element of Burbank's General Plan is one factor with a significant influence on the amount, size, type, location and thus, cost of new housing. The control over land use is designed to ensure that new housing is compatible with adjacent uses and built to the standards of quality and livability of the City's neighborhoods. Land use designations affect both the construction of new units and the rehabilitation of existing dwellings.





Relating to residential land uses, the Land Use Element permits a broad range of housing types and densities that can respond to a variety of housing needs. Of the approximately 8,940 developable acres of the City, 3,800 (42.5%) are allocated for residential development. Of this total, 22% are designated for multiple family dwellings. This resulted in a ratio of multiple-family to single-family units of about 1 to 1 in 1983.

The City Land Use Plan has a projected capacity of about 43,400 dwelling units for the land uses designated in that Plan. When compared to the 1980 housing stock of about 37,000 units, it would appear that there remains a capacity of about 6,000 dwelling units to meet the future needs of the City. The actual residential capacity remaining in the City, however, is much smaller. The City of Burbank is almost entirely built-out with a negligible number of vacant residential sites for new development. New residential development therefore will take place primarily through the recycling of under-utilized residential land. Not every under-utilized residential parcel, however, is a candidate for recycling and, as a result, the actual remaining capacity is estimated at about 3,000 units.

Current revisions to the City's Land Use Element will result in increased densities available for multiple-family residential development. In an effort to accommodate and facilitate market forces and encourage development of new housing, the revised Plan provides about 30% excess capacity. This is effective plan capacity beyond that needed to achieve the forecasted population and housing growth in the community. Excess capacity serves as a stimulus to growth by providing a wider variety of development opportunities thereby mitigating the problems of land acquisition and assembly. The excess capacity built into the Land Use Plan is within the capabilities of existing or planned infrastructure and services. The Plan shows an available total effective capacity of about 60,000 units. This provides for up to an additional 23,000 units by the year 2000.

Over the past decade, the recycling of residential land in Burbank has produced an average of about 4 new units for every one unit demolished. Since 1979 however, recycling has resulted in a steadily decreasing number of new units as a result of a slump in residential construction combined with increased demolitions for commercial development. Burbank is now recovering from the slump in residential construction activity. Residential Building Permits for 1983 and the first half of 1984 indicate that by the end of 1984 residential



construction in the City should be at least 225 new units a year. As the amount of residential construction increases, it is logical to assume that the ratio of new units to units demolished will once again increase to at least 3 to 1.

It is expected that increased densities resulting from current revisions to the Land Use Element will stimulate new multiple family rental construction in the community. While newly constructed units are rarely affordable to lower-income households, the increased availability of rental housing in the City is likely to make it easier for lower-income households to find suitable units. While there are no specific sites which in and of themselves are particularly conducive to the development of affordable housing, it is hoped that the large amount of residential land available for recycling to higher densities will make it easier for those interested in developing affordable housing to find suitable sites.

Current City ordinances do not place a constraint on rehabilitation efforts. Variance applications are favorably considered when particular requirements such as parking and open space are not essential or not detrimental to local standards or quality. Generally, Burbank development standards are quite lenient as compared to other cities in the area and generally do not hinder residential rehabilitation. The City has adopted the Uniform Building Code to regulate construction in the community.

Most of the housing construction expected in the future will be characterized by the recycling of residentially zoned land. As single-family homes and duplex units are removed from higher density zoned land they will be replaced with higher density projects. A random sample of under-developed (less than \$6,000 improved value) lots in the City shows very few vacant buildable lots in any of the multiple-family or single-family zones. In the hillsides there are some vacant lots. However, substantial grading is required to create buildable lots in the area.

Described below are the seven residential zones established for the purpose of guiding the character of new housing development.

Residential Zone	Residential Uses Permitted	Lot Area per Dwelling Unit
R-1-E	Single-Family (Estate)	1 dwelling unit per acre



Residential Zone	Residential Uses Permitted	Lot Area per Dwelling Unit
R-1	Single-Family	1 dwelling unit per 6,000 sq. ft.
R-1-H	Single-Family (horses permitted)	1 dwelling unit per 6,000 sq. ft.
R-2	Single-Family Multiple-Family	1 dwelling unit per 3,000 sq. ft.
R-3	Single-Family Multiple-Family	1 dwelling unit per 1,500 sq. ft.
R-4	Single Family Multiple-Family	1 dwelling unit per 750 sq. ft.
R-5	Single-Family Multiple-Family	1 dwelling unit per 500 sq. ft.

In addition to the foregoing zones, the City has a "planned residential development" zone that provides "...for greater flexibility in the design of integrated residential developments than would otherwise be possible through strict application of the zoning provisions...." That zone permits a variety of housing types but does not allow any commercial or industrial mixed use development. In addition, this zone allows up to a maximum of 10% more units than a strict application of the base zone would allow. The provisions of Burbank's Zoning Ordinance encourage the development of a broad range of housing types and densities.

## 2. PERMIT APPROVAL (PROCESSING AND FEES)

The permit approval process has been the subject of heated complaints by developers who charge that undue "red tape" poses constraints to construction activity and increases development costs.

A review of Burbank's application processing time reveals that the processing time for subdivision or development applications could be expedited. Routine subdivisions can be processed and given tentative approval in about 12 weeks. This 12 week period includes the submittal of tentative subdivision maps to the City Council for approval.



One of the most effective methods for reducing time delays and ensuring a smooth operation of the application process is the pre-submittal exchange of information and problem solving that should take place on most projects. Burbank's commitment to fast processing of applications could be ensured by a review of its permit approval process with a view towards a relatively uncomplicated, flexible, speedy permit process. By State law, subdivision applications must be given tentative subdivision map approval or disapproval by the Planning Board no later than 50 days after a completed application is filed.

As part of its responsibility to regulate development, the City imposes processing fees. Although the fees were increased in 1983, these increases are designed to offset increased costs to the City. The fees were increased after complete review of the actual costs to the City to process the requests. The present fees described in the schedule below are below the actual costs required to process the applications.

<u>Application Request</u>	<u>Fee Amount</u>
Variance	\$275
Conditional Use Permit (basic)	\$375
Zone Change	\$475 (plus \$25 for each additional lot over 1)
Zoning Text Amendment	\$200
Tentative Parcel Map	\$725 minimum (4 parcels or less)(plus \$25 for each additional lot over 1)
Tentative Tract Map	\$800 minimum (5 parcels or more) (plus \$30 for each additional lot over 1)
Extensions of Tentative Maps	\$50
Final Tract Map Review	\$0
Final Parcel Map Review	\$0
Reversion to Acreage	\$150
Waiver of Parcel Map	\$150 (per request)





<u>Application Request</u>	<u>Fee Amount</u>
Park Land Dedication Fee (Quimby Act)	\$500 per dwelling unit
Environmental Assessment (Initial Study)	Cost + 10%
Environmental Impact Report	Cost + 10%
Certificate of Compliance	\$150
General Plan Amendments	Cost + 10%
Site Plan Review	\$200

These fees are not excessive compared to other jurisdictions in Southern California. In fact, they are far below the average.

From conversations with developers it appears that the major permit processing delays were occurring at the State Department of Real Estate. Although condominium projects had been completed, the issuance of the "white report" by the D.R.E. authorizing unit sales was held up because the necessary paperwork had not been processed in a timely manner. Similarly, the Los Angeles County Engineer's Office experiences delays in reviewing final subdivision maps. However, these problems seem to be abating.

### 3. SERVICE AND FACILITY INFRASTRUCTURE

A request by the City to service and utility companies for data regarding the present capacity of the infrastructure indicates no service problems for the near future. Southern California Gas Company states that present infrastructure and facilities are adequate in view of projected growth and development in the community. The Public Service Department (PSD) of the City of Burbank provides water and electricity within the City. While PSD has adequate water facilities to serve existing needs, new wells and storage facilities will be needed for any new development. These new facilities will be provided by PSD and the costs borne by the developers. Similarly, new development would require additional electrical substations and distribution and transmission facilities. PSD will provide these facilities which will be financed by the developers.



#### 4. UTILIZATION OF FEDERAL AND STATE PROGRAMS

A city expands or limits certain housing choices through its ability or inability to use federal and state programs.

Burbank has responded to the housing needs of selected socio-economic groups since it established the Housing Authority in 1975. Current housing programs being administered by the Authority include the Section 8 Housing Assistant Payments Program. Community Development Block Grant related programs administered by the City's Housing Division include Rehabilitation and New Construction of Affordable Units.

The City is constantly seeking ways to expand housing programs and thereby increase housing opportunities. Several federal programs, such as Section 221[d] (Multiple-Family Rental Housing for Low and Moderate Income Families) and Section 235 (Homeownership Assistance for Low and Moderate Income Families) cannot be used in Burbank because of the low mortgage limits set by HUD. The City advocates realistic limits and will continue to study all feasible programs that could provide assistance to low and moderate income families.

Article 34 of the California Constitution is considered by some to be a local constraint upon the construction of "low income" housing because a community must approve, by referendum, the development, construction or acquisition of public housing. Article 34 defines the term "low rent housing" project as:

...any development composed of urban or rural dwellings, apartments or other living accommodations for persons of low income, financed in whole or in part by the Federal Government or a state public body or to which the Federal Government or a state public extends assistance by supplying all or part of the labor, by guaranteeing the payments of liens, or otherwise.

Although Article 34 may act as a constraint on the production of housing for "persons of low income" it does not have universal application. The referendum requirements affects some, but not all, of the housing programs that may be of assistance to lower and moderate income families. For example, the following projects are not subject to Article 34:

- Private sponsors developing projects with Federal or private money. (such as Section 8 New Construction Program).



- Public agencies which lease housing projects. (such as HUD Section 23 programs).
- Rehabilitation projects financed by City issued bonds (tax exempt revenue bonds/Marks-Foran).
- Cooperative projects where the units are owned rather than rented.

In addition to the option of conducting an Article 34 referendum there are several other Federal, State and local programs that are available to assist in the preservation and development of sound, affordable housing. These programs are listed below with a note that explains the City's participation or why the City is not participating.

a. Federal programs

- Housing and Community Development Act Block Grants (ongoing participation).
- Rent Assistance Programs (e.g., conventional public housing, Section 23, Section 8) (ongoing participation - Section 8).
- Section 202 - Direct Loans for Elderly or Handicapped Housing (application pending)
- Section 235 - Homeownership Assistance for Lower-Income Households (under study).
- Section 312 - Rehabilitation Loans (rehabilitation program under CDBG).
- Section 502 - Rural Homeownership Assistance (N.A. - no rural housing).
- Section 515 - Rural Rental Housing Assistance (N.A. - no rural housing).
- Title I Insurance - Property-Improvement Loans (improvement loan program under CDBG).
- Urban Homesteading (not eligible).

b. State programs

- After-Care Program (Department of Housing and Community Development (HCD) (under study).



- California Indian Assistance Program (HCD) (N.A. - no substantial target group).
- California Low-Income Home Management Training Program (HCD) (N.A. - no substantial target group).
- Deferred Payment Rehabilitation Loan Fund (HCD) (rehabilitation program under CDBG).
- Direct Lending and Neighborhood Preservation (California Housing Finance Agency (CHFA) (neighborhood preservation program under CDBG).
- Farmworker Housing Grant Program (HCD) (N.A. - no substantial target group).
- Homeownership Assistance Program (HCD) (N.A. - problem is rental not ownership).
- Homeownership Home Improvement Program (CHFA) (home improvement program under CDBG).
- Rental Housing Construction Program (HCD) (affordable housing new construction program under CDBG).
- Rural and Urban Predevelopment Loan Funds (HCD) (N.A. - no vacant land without infrastructure).
- Rural Land Purchase Fund (HCD) (N.A. - no rural land).
- Self-Help Housing (HCD) (N.A. - no housing to which this would pertain).
- Senior Citizen Shared Housing Program (HCD) (under consideration).

c. Local financing mechanisms

- Marks-Foran Residential Rehabilitation Act and SB 99 - New Construction (under study).
- Municipal Housing Finance Agency (under study).
- Tax Increment Financing through the California Community Redevelopment Law (not eligible - no redevelopment plans amended after 1976).
- AB 1355 (1980) Bonds - owner-occupied construction (no demonstrated need).





- SB 1149 (1981) Bonds - employee housing for public entities (no demonstrated need).
- AB 665 (1982) Bonds - renter-occupied construction (City affordable housing new construction program under CDBG).
- SB 1862 (1982) Bonds - single-family "buy-down" program (CHFA) (no demonstrated need).
- AB 3507 (1982) Bonds - first-time home buyer loan program (CHFA) (under study).
- Joint powers agreements with California Housing Finance Agency to participate in the Home Ownership and Home Improvement (HOHI) Loan Program (improvement loan program under CDBG).

## 5. MANUFACTURED AND FACTORY-BUILT HOUSING

Manufactured housing (mobile homes) is frequently cited as a source of affordable housing. The City has about 150 spaces in four mobile home parks. This total has not changed in many years. However, because the parks are old and in manufacturing zones they are legal non-conforming uses at this time and under pressure to be redeveloped. The City will not terminate these uses and they may remain until the private market redevelops the parks.

In response to State law effective July, 1981, Burbank has amended its zoning ordinance to allow mobile homes (manufactured housing) as a permitted use on all lots zoned for single family residential use. Burbank has no constraints to the use of factory-built housing constructed to state standards. Factory-built housing is another potential source of affordable housing and has been used in Burbank in the past.

However, the use of manufactured or factory-built housing is likely to have little if any impact on the Burbank housing market. Although this housing type would substantially reduce construction costs, high land costs will have the effect of negating any savings to the housing consumer. The lack of suitable vacant land makes it improbable that recycling of land will involve this relatively low density form of development. Today's land costs and available vacant land will price even manufactured housing out of the reach of lower and moderate income households.



## 6. SECOND UNITS IN R-1 ZONES

In mid-1983, the City enacted two ordinances that have the potential for bringing a substantial supply of affordable rental housing on the market. First, the City now allows as a conditional use the placement of a second unit on any R-1 lot. Second, the City, through its Conditional Use Permit procedure, makes it possible for owners of illegally constructed second units in R-1 zones to legalize the structure. Since passage of these ordinances the City has accepted about ten applications for second units. Six applications have been approved and four are pending. Required parking for existing second units is only one uncovered space. Newly constructed second units may be either attached to the main dwelling unit (one uncovered space required) or detached (two uncovered spaces). Staff has received many inquiries regarding second units and anticipates an increasing number of applications.

## 7. REDUCTION IN ON-SITE PARKING REQUIREMENTS FOR RENTAL HOUSING

In an attempt to stimulate the production of affordable rental housing the City has reduced on-site parking standards for apartments in the R-3, R-4 and R-5 zones. The prior City standards required two covered parking spaces per unit. Now, the parking is linked to the number of bedrooms and the covered aspect is optional provided other development standards are met. For example, the City had previously required two covered spaces for a bachelor unit. The new standard for a bachelor (efficiency) rental unit is one uncovered space. Further, the City now allows a compact car allowance in meeting parking standards for rental housing. Taken together these revised standards may facilitate the provision of more affordable rental housing by the private sector.

## C. ENERGY CONSERVATION

The State requires that an analysis of opportunities for energy conservation with respect to residential development be made a part of this Element.

For basically undeveloped communities or communities with the potential for "infill" development opportunities for energy conservation are great. By keeping urban sprawl to a minimum commuting distances are reduced and energy conserved. Because Burbank is a built-out City, opportunities for energy conservation are minimal in this regard.



A community that requires insulation for new residential construction can substantially reduce energy usage. The City of Burbank strictly enforces the State Energy Code requirements adopted in June, 1983, with respect to insulation and energy conservation.

Utilities are a major cost that adds to basic housing costs. Energy conservation is a priority in City housing rehabilitation efforts, and as such grants for weatherization work are provided through the City rehabilitation program. The City helps make residents aware of energy usage through its free Inspection Program.

One of the impediments toward energy conservation in rental housing has been the common (single) electric meter. When electrical costs are not apportioned among the various units energy conservation is discouraged. In Burbank, common metering is being phased out and not installed in new units.

Another form of energy conservation is the reuse of resources through recycling programs. The City of Burbank operates an award-winning comprehensive recycling program for everything from batteries to motor oil and glass to all paper products. Curbside pickup of cans, bottles and paper products is in effect throughout the City. In the first year, over 2.5 million pounds of material was recycled. This 2.5 million pounds saved 32,400 cubic feet of City landfill space. In addition, participants in the recycle program received over \$200,000 in payment for the recyclables.



SECTION V

H O U S I N G   P R O G R A M





## V. HOUSING PROGRAM

In the preceding sections the City's housing needs have been identified and the housing problem assessed. This section of the Element will describe the City's efforts to alleviate the identified need and mitigate the housing problem. In addition, this section will detail additional programs which have been proposed and which are under consideration to meet the housing needs of the future. This Housing Program reflects the City's Housing Goals as well as the policies and priorities set for meeting these goals.

### A. CURRENT AND PROPOSED PROGRAMS

The Burbank Housing Authority was established in 1975 and has assumed the responsibility for meeting the City's identified housing needs. In an effort to ease the housing cost problems of lower income renters the City participates in the Section 8 Rental Assistance Program. This program operates by providing housing assistance payments to the landlords on behalf of lower income tenants. The program operates by making up the difference between the "Fair Market Rent" of a unit (determined by HUD) and the tenant's contribution toward the rent (not more than 30% of income). The Housing Authority now has 418 Section 8 existing housing allocations (up from 372 in 1982) which it has received over an eight year period. 100% of the certificates have been issued and 95% of the certificate holders are being assisted.

The City is administering a federally-funded residential rehabilitation loan program to help finance rehabilitation activities. As of the beginning of 1984 this program has financed the rehabilitation of 500 dwelling units (60% rental, 40% owner). This program is expected to increase annually as the program continues.

In addition, the City-funded Affordable Housing Program has financed the rehabilitation of 46 dwelling units and has provided housing assistance to 82 lower-income households. The program, started in 1982, is committed to providing 35 housing cost allocations per year for four years.

Application for federal funds for housing programs has been almost exclusively under the jurisdiction of the City. One exception is the United Methodist Church. This organization applied for Section 202 funds for constructing a 315 unit housing complex for the elderly. The complex was completed in 1979 and is fully occupied.



The City of Burbank has committed itself to a time-line for the acquisition and development of property for the provision of low and moderate income housing. This time-line was presented to and accepted by the Federal Housing and Urban Development Department (HUD) as a condition for Burbank's continued receipt of Block Grant funds. In light of the phase-out of the Section 8 New Construction Program, the City will apply for whatever new construction programs become available to replace the Section 8 New Construction Program.

Site selection has proved to be a major obstacle to the provision of low and moderate income housing. Burbank is, for the most part, a built-up City with few vacant lots. There are, however, under-utilized lots scattered throughout the City that offer potential for the development of housing for low and moderate income persons.

Site selection has been the joint task of the Real Estate and Housing Divisions, coordinated by the Housing Division, under the auspices of the Assistant City Manager. The City Council must approve all sites.

In the selection of potential sites, an attempt has been made to select sites which would meet HUD standards. The City considers certain of these criteria as critical in the selection of a suitable site; these include:

- outside of concentrated lower income residential areas,
- in proximity to public transportation, parks and other public services and facilities,
- sufficient public utilities,
- adequate distance from airport, freeways, railroads and manufacturing areas in order to ensure a quality residential environment,
- appropriate General Plan and Zoning designation.

The City, in selecting sites, considers the following site characteristics as being desirable, though not critical:

- minimum 150 foot frontage,
- corner lot,
- vacant lot or one which is significantly underutilized.

In October 1983, the Burbank Housing Authority purchased a parcel of land at 273 West Verdugo Avenue with Community Development Block Grant funds for the purpose of building rental units that would be affordable to low and moderate income tenants. The developer has been selected and the Disposition and Development



Agreement is being prepared at this time. It is anticipated that 34 units will be built on this site. The HAP 1982-85 goal is 36 units over a three year period. There are Community Development Block Grant funds available for acquiring an additional site.

The number of households assisted to date by Burbank CDBG and Section 8 Housing programs is summarized below. The figures in parentheses indicate the number of households assisted between 1975 (start up date of the programs) and March 1982 (the date of the last revision to this document). The figures without parentheses indicate households assisted between 1975 and 1984. Thus, by subtracting one from the other, the number of households assisted between March, 1982 and July, 1984 can be determined.

	Residential Rehabilitation (CDBG)		Existing Rental Units (Section 8)	
	Owner Occupied	Rental		
Elderly or Handicapped	(126) 183	(Not Categorized By Household Type prior to 1982)	11	(247) 253
Small Family	(44) 59		11	(116) 146
Large Family	(2) 4		26	(1) 11
TOTAL	(172) 246	(286) 334		(364) 410*

\* Allocation is 418 with 8 certificates outstanding.

In response to the problem of providing affordable housing in the community, the City Council initiated a City sponsored Affordable Housing Program funded through redevelopment tax allocation revenues. This program brings some of the existing market rate housing in the community within reach of low and moderate income persons by means of rent subsidies. In addition, the program provides funds for rehabilitating existing low and moderate income housing in the community. The number of households assisted since the start-up date of this program (1982) is summarized below.



AFFORDABLE HOUSING PROGRAM (Redevelopment Tax Allocation Revenues)			
	Residential Rehabilitation		Rental Assistance
	Owner-Occupied	Rental	Rental
Elderly or Handicapped	2	0	0
Small Family	27	17	82
Large Family	0	0	0
TOTAL	29	17	82

The City has a large number of substandard or minimal housing units which currently provide housing for persons of low or moderate income. Many of these are legal non-conforming residences in non-residential zones. Some of these units are being removed to make way for new development--primarily in Redevelopment Project areas. Unfortunately, though a large proportion of this housing is substandard or minimal, it has been serving to provide housing opportunities for lower income households. While the City does not feel that this substandard type of housing should be preserved at the expense of new development, it is aware of the problem created by removing housing opportunities, however poor, at the low and moderate income level. To help compensate for the removal of this lower income housing, and to facilitate the process of relocating these households in the community, the new housing program gives priority to persons displaced as a result of redevelopment activity. In addition, the Redevelopment Agency provides relocation assistance to displaced low and moderate income persons at levels that exceed HUD guidelines.

Burbank's current Housing Program includes 12 separate programs which are directed at a variety of housing needs. These programs are listed below and presented in table form in the Summary section, pp. 2-9 through 2-17. Each of the following programs is described in detail and categorized as either an active program, a program in the process of being implemented, or a program in the developmental stage.





- Housing Revitalization Program....(A-1)
- Building and Fire Code Enforcement Program....(A-2)
- Neighborhood Revitalization Program....(A-3)
- Land Use Element and Zoning Ordinance....(A-4)
- Section 8 Existing Housing Program....(A-5)
- Residential Condominium Conversion Regulations....(A-6)
- Fair Housing Program....(A-7)
- Affordable Housing New Construction Program....(A-8)
- Affordable Housing Program (Redevelopment Tax Allocation Financed)....(A-9)
- Second Unit Program....(A-10)
- Below Market Interest Rate Financing....(A-11)
- Comprehensive New Construction Incentives Program....(B-1)

## B. DESCRIPTION OF HOUSING PROGRAMS

### 1. HOUSING REVITALIZATION PROGRAM (A-1)

This program is an integral component of Burbank's comprehensive community development strategy and is primarily being targeted in three census tracts--3118, 3107 and 3105 and implemented Citywide. The three methods by which this program facilitates residential rehabilitation are:

- Below market interest rate loans
- Deferred loans
- Rebates for eligible rehabilitation activities financed privately

During the three year period (1983-1985) to be covered by the Housing Assistance Plan, a total of 150 units are to be rehabilitated. To achieve this objective, some \$306,912 of



community development block grant financing has been allocated to this program. The actual day-to-day operation of the housing revitalization program is handled by the Housing Division.

It is the intent of the City to preserve the affordability of rental units rehabilitated with City assistance. A mutual agreement between the landlord receiving the loan and the City is aimed at ensuring that rents will not be increased as a direct result of the rehabilitation work. Enforcement techniques are available to ensure specific performance.

## 2. BUILDING AND FIRE CODE ENFORCEMENT PROGRAM (A-2)

This program is operated in conjunction with other neighborhood and housing revitalization activities of the City. It involves surveys of residential and commercial buildings throughout the City, with special attention focused on the three target census tracts. In addition, the availability of the rehabilitation loan program is made known to those qualified property owners having buildings with code deficiencies. This program is administered by the Building Department and Fire Department of the City. An estimated \$431,065 will be expended on building and fire code enforcement for FY 1984-85.

## 3. NEIGHBORHOOD REVITALIZATION PROGRAM (A-3)

The provision of adequate municipal facilities and services are among the means that may be cited as facilitating the preservation of existing neighborhoods. In this connection, the City's "neighborhood revitalization program" involves the delivery of services and facilities to needy neighborhoods. Under this program, areas of the City are targeted for concentrated community development activities, to maintain and preserve viable neighborhoods and to update neighborhoods affected by blight or deterioration. The program is designed to provide the maximum benefit to persons of low and moderate income, and to meet the specialized need of each area.

The completion of physical improvements such as the reconstruction of streets and alleys and installation of street lights enhances the appearance and functioning of neighborhoods. The day-to-day administration of this program is handled by the Public Works Department of the City.



#### 4. LAND USE ELEMENT AND ZONING ORDINANCE (A-4)

The State policy of providing "standards and plans for adequate housing sites" is implemented most significantly by the City's Land Use Element of the General Plan and the Zoning Ordinance. The designation of sites for housing, and subsequent development of specific projects, are guided by the Land Use Element and regulated by the Zoning Ordinance. A full range of housing types and residential density provisions are encouraged by these City guidelines and controls (see pp. 4-3 through 4-4 of the Housing Constraints section).

Under provisions of the present Land Use Element, the City of Burbank (at ultimate development) could experience an incremental increase of up to 6,273 housing units (from 37,127 to 43,400 total dwellings). For purposes of the Housing Element, the projected housing need by 1989 is 1,251 dwellings. Thus, the current Land Use Element does provide the necessary capacity.

As of today, about 78% of all residential land in Burbank is allocated to single-family residential units with the balance of 22% allocated for various densities of multiple-family units. Given the tremendous scarcity of land, the housing types developed in the future in response to projected needs are likely to be multi-family units. These additional new multi-family units are likely to be developed as a result of the recycling process--the construction of new housing at higher density on less intensely used sites.

Revisions to the City's Land Use Element, now in draft form, provide for residential density increases in many of the areas currently designated for multiple family residential use. These widespread density increases are intended to stimulate and facilitate new residential development in the most suitable areas of the City.

Virtually all residential land in the City is built-up, necessitating that any new residential development will be on recycled residential land. It is difficult to predict the rate at which new market rate residential units will be built. Based on average building activity for the past four years (1980-1983), an average of 182 new units are being built yearly, with a recycling ratio of 1.6 to one--1.6 new units for each one demolished. Until recently, the majority of new residential construction has been condominium units. It is likely, however, that a large proportion of these units will be on the rental market due to the economic constraints to the sale of real property. Multiple family rental housing developments are being approved at an increasing rate compared to the 1980-82 period.



## 5. SECTION 8 EXISTING HOUSING PROGRAM (A-5)

The City of Burbank operates its own Housing Authority. That entity now maintains a 95% lease-up of the 418 units under contract with the U.S. Department of Housing and Urban Development. Most, indeed, the vast majority of the elderly and family lessees are in-place tenants. The waiting list for the Housing Authority presently numbers some 866 households. This breaks down into 275 elderly households, 474 small family and 103 large family households.

## 6. RESIDENTIAL CONDOMINIUM CONVERSION REGULATIONS (A-6)

Regulating the apartment-to-condominium conversion process is another important component of Burbank's comprehensive Housing Program. That process is presently regulated by the City to ensure physical standards, mitigate evictions and promote homeownership opportunities. The details of current regulations are noted on page 2-11 in the Summary Section.

The tools that the City uses for regulating condominium developments are comprehensive and development controls are applied to stock cooperatives and community apartments as well. Moreover, it may be desirable to strengthen the conversion ordinance by encouraging a certain percentage of housing units affordable for low and moderate income households. In light of these issues and needs, the City has revised its condominium conversion ordinance and supports the following policies and objectives:

- To maintain a supply of rental housing in general and for low and moderate income persons in particular.
- To provide a reasonable balance of ownership and rental housing in Burbank and a variety of choices of tenure, type, price and location of housing.
- To promote the availability of converted units for persons and families of low and moderate income.
- To comply with existing State laws and regulations governing the apartment-to-condominium process and procedures.
- To ensure that condominium conversion projects be in accordance with the development policies adopted by the General Plan, Zoning Ordinance, Uniform Building Code, and development standards established by the City.





## 7. FAIR HOUSING PROGRAM (A-7)

To further fair housing, and to increase the choice of housing opportunities for low and moderate income persons, including members of minority groups, and female-headed households, the City has enlisted the services of the Fair Housing Council of the San Fernando Valley to implement a joint program. More specifically, this program incorporates the following actions and activities:

- Increase the community's awareness of its rights and responsibilities under fair housing by the design, production, and dissemination of flyers, pamphlets, and other promotional materials to the citizens of Burbank and the landlord/manager/tenant community in particular.
- Train the Burbank Housing Authority staff in counseling and mediation techniques, and follow up on referral cases of alleged discrimination.
- Increase the City's affirmative marketing efforts by inclusion of a section about Burbank in a valley-wide brochure featuring information on the San Fernando Valley communities. This brochure would include information on employment opportunities in Burbank.

## 8. PROGRAM FOR THE CONSTRUCTION OF AFFORDABLE HOUSING (A-8)

This program has the objective of meeting the HAP goal of 12 newly constructed rental housing units per year over the next three years. The distribution of these units for the next year is 11 for small families and 1 for large families. The City of Burbank and the Housing Authority intend to assist the private sector in the following ways:

- Assistance in land acquisition and relocation.
- Identification and selection of suitable sites for new construction.

## 9. AFFORDABLE HOUSING PROGRAM (REDEVELOPMENT TAX ALLOCATION FINANCED (A-9)

The purpose of this housing program is to make more affordable housing available in the community and to improve the quality of existing affordable housing.



The Affordable Housing Program provides for residential rehabilitation loans and rental assistance subsidies. The residential rehabilitation component of this program (called the Affordable Housing Residential Rehabilitation Program) is being administered by the City's Housing Authority. The Housing Authority now operates two similar housing rehabilitation programs, each funded by different sources; the existing Housing Revitalization Program funded by CDBG funds, and this new program funded by Affordable Housing Program funds. The Housing Authority also administers the rental assistance component of the City's Affordable Housing Program (called the Affordable Housing Rental Assistance Program). This new rental assistance program is similar to, but funded separately from, the ongoing federally funded Section 8 existing program which is administered by the Housing Authority.

The Redevelopment Agency of the City of Burbank has allocated \$525,000 annually for four years ending June, 1986, from the tax allocation revenues generated by Redevelopment activity, to finance this affordable housing program.

The program is administered by the Housing Authority of City and addresses the problem of affordable housing in two ways:

- Rental Assistance Payments to low and moderate income households. This brings a portion of the market rate housing in the community within reach of low and moderate income households.
- Deferred Loans to rehabilitate low and moderate income units.

The rehabilitation loan aspect of the program is directed at upgrading and preserving the housing for moderate income homeowners and affordability for lower income renters throughout the City. The rehabilitation loans are made available to qualified home owners and to investor owners as long as the units are made available to low and moderate income persons for a period of five years. At such time as the rehabilitated units are sold, demolished or priced out of the reach of lower income households, the loans will either be called or the interest rate increased to current market rate.

This residential rehabilitation program is targeted to assist lower income renter households (up to 80% of median income as determined by HUD) and moderate income home owners (up to 120% of median income as determined by HUD). Three-fourths of the funds have been allocated to the rehabilitation of rental units and one-fourth towards the rehabilitation of owner



occupied units. The City provides deferred loans at 3% interest to qualified homeowners or to rental property owners who have lower income tenants. The maximum loan is \$4,000 per unit.

In the case of rental units, the property owner receives a maximum of \$4,000 per unit that is occupied by a lower income family. The owner must agree to keep that unit available to lower-income tenants for five years. When a vacancy arises, the property owner is required to notify the Housing Division so that qualified lower income participants can be considered for that unit.

The rental assistance aspect of this program helps compensate for the removal of lower income housing in the community by making market rate housing affordable to lower income households. The program gives priority to assisting those persons displaced as a result of redevelopment activities.

The rental assistance aspect of this program is designed to subsidize the housing costs of lower income families. Two-thirds of the available funds for this program are targeted to assist small families (2-4 persons) and one-third of the funds to large families (5 or more people).

This rent subsidy program operates in the same manner as the federally funded Section 8 Existing program. Applicants are certified for participation in the program based on their income, which must fall within the Section 8 guidelines set by HUD (up to 80% of median income, adjusted for family size).

Under this new program, the qualified family is issued a 60-day certificate, during which time period the family finds a suitable rental unit in the community where the landlord is willing to participate in the program. In this program, the fair market rents used to determine suitable units will be 10% above those designated by HUD. This is intended to make more rental units available to lower income families on this program. The landlord signs an agreement with the City to receive, each month, a rent subsidy on behalf of the tenant. The tenant contributes 25% of his monthly income toward the rent and the City pays the balance. The term of this agreement with the landlord will be for one year with an option for renewal. The City's commitment to the lower income tenant is renewed yearly based on a reverification of income and extends for the length of the program (initially through July of 1986).

The following is an example of the scope of housing assistance which can be projected for a program of this type, based on the annual allocation of \$525,000.



Year 1 - 35 Rental Assistance  
70 Rehabilitations

Year 2 - 35 Rental Assistance  
46 Rehabilitations

Year 3 - 35 Rental Assistance  
23 Rehabilitations

Year 4 - 35 Rental Assistance  
1 Rehabilitation

Total over 4 years = 140 Rental Assistance  
140 Rehabilitations

Average yearly need met = 35 Rental Assistance  
35 Rehabilitations

#### 10. SECOND UNIT PROGRAM (A-10)

The City has enacted ordinances designed to comply with State law. State law requires Burbank to allow for the creation of second dwelling units for the purpose of rental housing in single family zones subject to certain development standards. This law was known as the "Granny Flat" bill. However, subsequent changes to the law removed age restrictions for occupants of these units.

The City has enacted two ordinances to implement this Program. First, second dwelling units are now permitted as conditional uses in the City's R-1-E, R-1 and R-1-H Single Family Residential zones. This ordinance allows for the new construction of second units as either "attached" or "detached" units. One parking space is required for attached units and two spaces for detached units. The parking spaces must be paved but do not have to be covered. The second units must contain at least 500 square feet of floor space. Second, the City has also adopted an ordinance that allows for the legalization of existing second units. Prior to the passage of this ordinance, guest houses and other accessory structures were not permitted to be used for living purposes in the R-1 zones. This ordinance now permits certain existing illegal second dwelling units or guest houses to be used for living purposes in the City's R-1-E, R-1 and R-1-H Single Family Residential zones, subject to a conditional use permit. The unit must not have more than 800 square feet of floor area. One parking space is required for existing second dwelling units. The





parking space must be paved, but does not have to be covered. This ordinance was not mandated by State law as was the "new construction" second dwelling unit ordinance.

It is anticipated that 25 units of affordable rental housing will be made available annually through this program.

#### 11. BELOW MARKET INTEREST RATE PERMANENT FINANCING (A-11)

The City of Burbank will be looking into the various methods of providing permanent financing at interest rates below those prevailing in the market place as a means of facilitating the development of new housing opportunities in the community in general and of affordable housing opportunities in particular. Most of the tools available to the City make use of tax-exempt revenue bond financing. Available programs include:

- Marks-Foran Residential Rehabilitation Act
- SB 99
- Mortgage Revenue Bonds Program
- California Housing Finance Agency/Direct Lending Program

These programs can provide lower interest rate loans to finance residential rehabilitation, new construction and even the purchase of existing housing units.

The tax exempt feature of these programs is attractive to investors and developers in that it makes possible permanent loans with interest rates generally 2 to 3 percent lower than those in the market place.

The consideration, analysis and evaluation of Below Market Interest Rate (BMIR) permanent financing will be undertaken wherever feasible in conjunction with housing development and rehabilitation programs in which the City of Burbank is involved. In addition, BMIR financing will be considered in connection with the development of housing in Redevelopment Projects Areas.

It is important that there be a continuous monitoring of State and Federal actions which affect a local jurisdictions ability to issue tax-exempt revenue bonds. The evaluation of the feasibility of using BMIR financing for the development and



maintenance of housing is to be an ongoing and continuous program utilized by both the City of Burbank Community Development Department and the Burbank Redevelopment Agency.

## 12. COMPREHENSIVE NEW CONSTRUCTION INCENTIVES PROGRAM (B-1)

This program has the objective of formulating a cooperative effort with the private sector to increase the supply of affordable housing for low and moderate income households. More specifically, the aim of the program is to achieve in some future residential development a proportion of housing units that would have "below market rate" sales prices or rent schedules. To facilitate the production of such affordable housing, in a cooperative effort with the private sector, the City is including in its zoning ordinance several alternative incentives. Among the incentives to be offered are the following:

- Density bonuses
- Reduction of certain development standards (e.g., building and subdivision requirements and parking)
- Expedited development processing
- Fee reimbursement or waivers

The City staff is in the process of preparing amendments to the City's Code which will implement the major objectives of this program. The new construction incentives and facilitating measures provided for in these amendments are expected to be in effect by June of 1984.

A major consideration of the "New Construction Incentives Program" is in relation to the use of density bonuses and, more exactly, the implementation of AB1151. AB1151 made effective several changes to California housing law. Of particular interest is the provision for granting "density bonuses" and other development incentives under special circumstances. The language relating to "density bonuses" is found in a new Chapter 4.3 which is added to Division 1 of Title 7 of the Government Code (Section 65915) and reads as follows:

When a developer of housing agrees to construct at least 25 percent of the total units of a housing development for persons and families of low or moderate income, as defined in Section 50093 of the Health and Safety Code, or 10 percent of the total units of a housing development for



lower income households, as defined in Section 50079.5 of the Health and Safety Code, a city, county, or city and county shall either (1) grant a density bonus or (2) provide other incentives of equivalent financial value.

Alternative incentives which a local community may opt to provide instead of the density bonus include:

- Exemption of the development from the requirements of Section 66477 (local parks).
- Construction of public improvements, appurtenant to the proposed housing development including, but not limited to, streets, sewers, and sidewalks.
- Utilization of federal or state grants or local revenues to provide the land on which the housing development will be constructed at a reduced cost.
- Exemption of the development from any provision of local ordinances which may cause an indirect increase in the local cost of housing units to be developed.

To help developers and public officials implement the bonus incentive provisions the State Office of Planning and Research has prepared an advisory statement on the bills' general effects.\* That advisory statement indicates all housing developments with more than four units can use AB1151; a tentative subdivision map, a planned unit development, or a building permit are examples of projects for which a developer can obtain a density bonus or other bonus incentives. Moreover, the statement indicates that the density of a qualified project can exceed the maximum density allowed by the local zoning ordinance. ("For purposes of this chapter," the new law says, "'density bonus' means a density increase of at least 25 percent over the otherwise allowable residential density under the applicable zoning ordinance.")

Another significant consideration in the formulation of the "New Construction Incentives Program" is the potential barrier imposed by the City's processing time and fee structure to prospective sponsors of affordable housing. Several cities and counties in California use the mechanism of a waiver or

\*"Bonus Incentives for Affordable Housing," State of California, Governor's Office of Planning and Research, N.D.



reduction of fees and charges, and accelerated development processing as means of facilitating the production of affordable housing.

In connection with this program, amendments to the City Code are being processed which are intended to expedite and facilitate the processing of applications and permits for new residential construction.





SECTION VI  
G L O S S A R Y



## VI. G L O S S A R Y

Below are some commonly used phrases and words in the Housing Element that were not defined in the text.

Affordable Unit: A unit whose cost is such that the buyer or renter does not pay a gross payment that exceeds 30% of the monthly/annual income.

Very Low Income: 50% or less of the median income for the Los Angeles-Long Beach Metropolitan Area (SMSA) as determined by the Federal Department of Housing and Urban Development (HUD).

Low Income: 50% - 80% of the median income for the Los Angeles-Long Beach Metropolitan Area (SMSA) as determined by the Federal Department of Housing and Urban Development (HUD).

Moderate Income: 80% - 120% of the median income for the Los Angeles-Long Beach Metropolitan Area (SMSA) as determined by HUD.

Lower Income Household: A household whose income with the adjustments for household size does not exceed 80% of the median household income of the metropolitan area (SMSA).

Household: All persons occupying a single dwelling unit.

Large Family: A family of 5 or more persons.

Elderly: Persons 62 years or older.

Handicapped: Persons determined to have a physical impairment or mental disorder which is expected to be of long-continued or indefinite duration and is of such a nature that the person's ability to live independently could be improved by more suitable housing conditions.

Section 8: A rent subsidy program that is the main source of Federal Housing Assistance for low-income persons.

Community Development Block Grant (CDBG): The Federal Housing and Urban Development Department's (HUD) primary means of providing community development assistance. Through the program HUD provides 100% Federal grants (with no matching requirement) to local governments



for funding a wide range of Community Development activities. CDBG was created in 1974 and consolidates many former grant programs, such as Urban Renewal and Model Cities.

Condominium: An estate in real property consisting of an undivided interest in common in a portion of a parcel of real property together with a separate interest in space in a residential building constructed originally on such real property as an apartment for occupancy by a tenant or tenants pursuant to a rental or lease agreement. Such estate may, with respect to the duration of its enjoyment, be either (1) an estate of inheritance or perpetual estate, (2) an estate for life, or (3) an estate for years, such as leasehold or a subleasehold.

Community Apartment Project: An undivided interest in the land is coupled with the right of exclusive occupancy of any apartment located thereon.

Stock Cooperative: A corporation which is formed or availed or primarily for the purpose of holding title to, either in fee simple or for a term of years, improved real property, if all or substantially all of the shareholders of such corporation receive a right of exclusive occupancy in a portion of the real property, title to which is held by the corporation, which right of occupancy is transferable only concurrently with the transfer of the share or shares of stock of membership certificate in the corporation held by the person having such right of occupancy. The term "stock cooperative" does not include a limited-equity housing cooperative, as defined in Section 11003.4 of the Business and Professions Code.

Housing Assistance Plan (HAP): The HAP is required as part of the application for Community Development Block Grant Funds. The HAP surveys the condition, type, locations of existing housing, describes the housing needs of low and moderate income persons, outlines the type and location of housing that would best meet their needs, sets forth an annual goal specifying the numbers of units or families to be assisted and provides that most of the persons assisted in substantial rehabilitation efforts will be persons of low and moderate income.

Area-wide Housing Opportunity Plan (AHOP): Developed by the Southern California Association of Governments (SCAG). The AHOP is designed to increase housing opportunities and choices for low and moderate income households in areas outside of those that have been traditionally concentrated by lower income persons.

"Must" or "shall" identifies a mandatory provision which is required to be followed.

"Should" identifies guidance based on policy considerations. It is advised to follow that guidance in the absence of compelling, counter-vailing considerations, but the City is not required to do so.



"May" identifies a permissive subject or part of the Element which is left fully to the discretion of the City.

"Housing Unit" or "Unit": The place of permanent or customary and usual abode of a person, including a single-family dwelling, a single unit in a two-family dwelling, a unit or a condominium or cooperative housing project, a non-housekeeping unit, a mobile home, or any other residential unit which either is considered to be real property under State law or cannot be moved without substantial damage or unreasonable cost.

General Maintenance: Repairs to a housing unit costing 0 - \$1,000.

Rehabilitation: Repairs to a housing unit costing \$1,000 - 50% of value. Also defined by the State as "...a housing unit which in its present state materially endangers the health, safety or well-being of its occupants in one or more respects, and which is economically feasible to repair."

Replacement: Replacement housing is called for when a housing unit needs repairs costing more than 50% of value. Also known as demolition. Also defined by the State as "...a dwelling unit which in its present state materially endangers the health, safety or well-being of its occupants in one or more respects, and which is not economically feasible to repair."

Poverty: Households are considered to be living in poverty if their income falls below the following levels. (These figures are for 1979).

Household Size	Head of Household <65 years	Head of Household >65 years
1	\$3,774	\$4,389
2	4,876	4,389
3	\$5,787	
4	7,412	
5	8,776	
6	9,915	
7	11,237	
8	12,484	
9+	14,812	





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Leland Ayers, Vice Mayor

Mary Lou Howard, Councilwoman

Larry Stamper, Councilman

Robert Bowne, Councilman

A. C. Lazzaretto, City Manager

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Gary Yamada, City Planner

Barbara Lazar, Senior Planner

Linda Leis Malzek, Housing Administrator

Sue Alonzo, Administrative Analyst

Douglas C. Holland, Senior Assistant City Attorney



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